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ABSTRACT

The recent growth and current status of the State of Washington's system of higher education are discussed. After a description of the institution's delivery of higher education services, Washington's social, cultural, and economic background are briefly considered. The prevailing governance structure is discussed in the context of a recent historical sketch. The types of intervention available to state government are examined and their application in Washington is illustrated. The way that continued collaboration among agencies and institutions may serve to sustain the fiscal support of higher education is considered. Five propositions are advanced: (1) that the political environment has become more difficult at a time when leadership from the institution has faltered: (2) that within state government, significant shifts of power have taken place in recent years with far more formal and informal influence moving from the executive offices to legislative committees that are supported by increasing numbers of staff: (3) that the influence of the legislature and the agencies serving it on institutional operations is likely to increase even further: (4) that the increasing competitiveness among institutions for markets, unless voluntarily checked, will lead first to increased ad hoc interventions by the legislature and eventually to more governance from centralized agencies: and (5) that while little institutional latitude has as yet been lost, the potential for decline is great. (SW)

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OBSERVATIONS ON WASHINGTON STATE'S SYSTEM OF HIGHER EDUCATION WITH PARTICULAR ATTENTION TO THE RELATIONSHIP BETWEEN STATE GOVERNMENT AND THE INSTITUTIONS:

A REPORT TO THE SLOAN COMMISSION ON GOVERNMENT AND HIGHER EDUCATION

R. G. COPE
University of Washington

Washington was always an education-oriented state.

--Charles Odegaard, President Emeritus,
University of Washington

December 31, 1978

Washington's postsecondary education populism has its origins in the John Rogers "Barefoot Schoolboy Bill" which, in 1896, gave all Washington State children the guarantee of an educational opportunity. This law has since been copied by every state in the union.

--"B". G.

Washington has a very well-developed system of institutions. The support of each institutions is thin, but total support is high.

--G. N.

Washington easily built its system during the 1960's because quality, dedicated people worked together who also had the respect of the legislators.

--G. S.

The shadow level of government influence on legislators is [illegible].

--W. C.

In the late 1960's the Legislature decided to build staff support. Until then the Governor had the only real staff. Since 1975 the Legislature has become <u>the</u> force in higher education, largely due to staff.

--"B". G.

There were some days when you knew it was your turn to walk the plank.

--A college president

The departments are cathedrals inside cathedrals.

--J. W.

Our budget is largely determined by the Governor; the Legislature may add or subtract five percent.

--R. W.

The legislative process is a valuable source of input to higher education.

--G. S.

For someone like me to speak on autonomy may be like Xavier Hollander evaluating the N.Y.P.D.

--W. C.

I have no major thoughts about the lack of fit between the 12-month fiscal year versus the 9-month academic year. It has been a general pain since I first entered the magic business. The solution, of course, is to put the state on a 9-month year--at full pay.

--W. C.

The arena in which the public policy processes ferment and bubble forth into specific legislative proposals is not a neat and tidy place.

--J.A.B.

PREFACE AND SUMMARY

The purpose of this report is to share observations and document the recent growth and current size and shape of this state's system of higher education. It is a case study, requested by the Sloan Commission on Government and Higher Education, and conducted largely through interviews during the latter half of 1978. The observations are written for two audiences, the Sloan Commission and the higher education community of Washington state.

The body of the report is organized as follows. First, I shall describe the set of institutions delivering higher education services. Then I shall briefly consider Washington's social, cultural, and economic background. Third, I shall discuss the prevailing governance structure in the context of a recent historical sketch. Fourth, I shall examine the types of intervention available to state government, illustrating their application in Washington. Finally, I shall consider how continued collaboration among agencies and institutions may serve to sustain the fiscal support that has led to Washington's still enviable higher education system.

I will advance five propositions. First, that the political environment has become more difficult at a time when leadership from the institutions has faltered. Second, that within state government significant shifts of power have taken place in recent years with far more formal and informal influence moving from the executive offices to legislative committees which are supported by increasing numbers of ever-more-able staff. Third, that the influence of the legislature and the agencies serving it on institutional operations is likely to increase even further. Fourth, that the increasing competitiveness among institutions for markets, unless voluntarily checked, will lead first to increased ad hoc interventions by the Legislature and eventually to more governance from strengthened centralized agencies. Fifth, that while

little genuine institutional latitude has as yet been lost, the potential for substantial erosion as a consequence of the earlier points is great.

The argument, simply put, is that the steady state makes inter-institutional and statewide politics tough; the Legislature is strong and getting stronger because of improved staff support aided by increasingly sophisticated technologies; competition among the higher education sectors and institutions is costly; that cost is a loss of credibility with respect to other public services and a concomitant loss of competitive position for scarce state resources; all of the above threaten institutional autonomy; more autonomy will be lost before agreement is reached on where to draw the lines.

Yet--yet, I am optimistic about the prospects for the quality of higher education in this state. It is a state where reason and cooperation prevail. Openness is a hallmark. Political power is diffuse. Under these circumstances, renewal and progress are inevitable.

Our task. . .is to develop personal relationships which make it possible for us to make clear to men [and women] in government the nature of our enterprise, the role we ourselves play, the portion of our institutional life and development which is not within the bailiwick of anyone else to prescribe or control or even touch.

--Samuel Gould

The Legislature sometimes sees itself presiding over a hornet's nest.

--S. N.

ACKNOWLEDGMENTS

Because I have not been involved in the workings of Washington's system of higher education, I needed a lot of help, and it was kindly given. Charles Odegaard, in particular, demonstrated keen interest in the undertaking, insisting that I understand the 1960's, and the importance of individuals in the structural formulation of the present system. Keith Pailthorp was my contact in Olympia, obtaining many useful reports, and suggesting who to see on what issues; he also alerted me to the location of "buried bodies." Claudine Trafford ably administered the study, arranged appointments, typed letters and the draft manuscripts, all the while keeping a watchful eye on my spelling.

William Chance, who has been at the center of almost every issue of inter-institutional coordination and planning, for eight years, and who is a political scientist by academic preparation, helped me map the formal structure and make some interpretations that I, without his perspective from political science, and without his wry sense of liquid humor, could not have made. John Mundt's observations on state intervention served as an important beginning for my further--yet still incomplete--section on types of intervention. With Denis Curry's and Norman Fischer's help I have stocked my office with documents on state finance to the extent that I may eventually retire on the proceeds from paper recycled.

Jim Bricker and John Walker were particularly helpful with more documents, statistics, and candid observations. James Talbot, with whom I spent probably the least time, was especially supportive with letters and evidence showing how the system "works." Daniel Evans, whom I was able to interview early, provided me with what proved to be a remarkably accurate outline of developments in the 1960's and an outline of the key issues today. The final draft was with kindness critiqued by George Scott much to my benefit.

And, of course, the Sloan Commission on Government and Higher Education provided the opportunity to develop this statement which I want to be of some small value both to the State of Washington and to Carl Kaysen and Edward Gruson of the Commission. Because they gave each study director a free hand, they must now synthesize idiocyncratic observations drawn from nine or ten obstinately independent states.

For my part, I am only sorry I could not have spent more time with each of so many helpful individuals. Listening was my greatest reward. So I also thank: George Beckmann, Robert Benson, Frank B. Brouillet, James Brooks, Pat Callan, Bob Carr, Denis Curry, Brewster Denny, Julie Emery, Phyllis Erickson, Daniel Evans, Ronald Geballe, Suzanne Feeney, Judy Gill, H. A. Goltz, John Hogness, David Irwin, George Mills, Suzanne Ness, Gale Norris, Tom O'Connell, Michael Pastore, Philip Phibbs, George Pierce, William Polk, Mike Randall, Glen Rose, Jane Sanders, Gordon Sandison, Laura Saunders, A. N. Shinpoch, Bill Stevens, Father William Sullivan, Glenn Terrell, James Talbot, John Terrey, Robert Waldo, and Donald T. Williams, Jr.

R. G. C.

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Washington has created a magnificent higher education system.

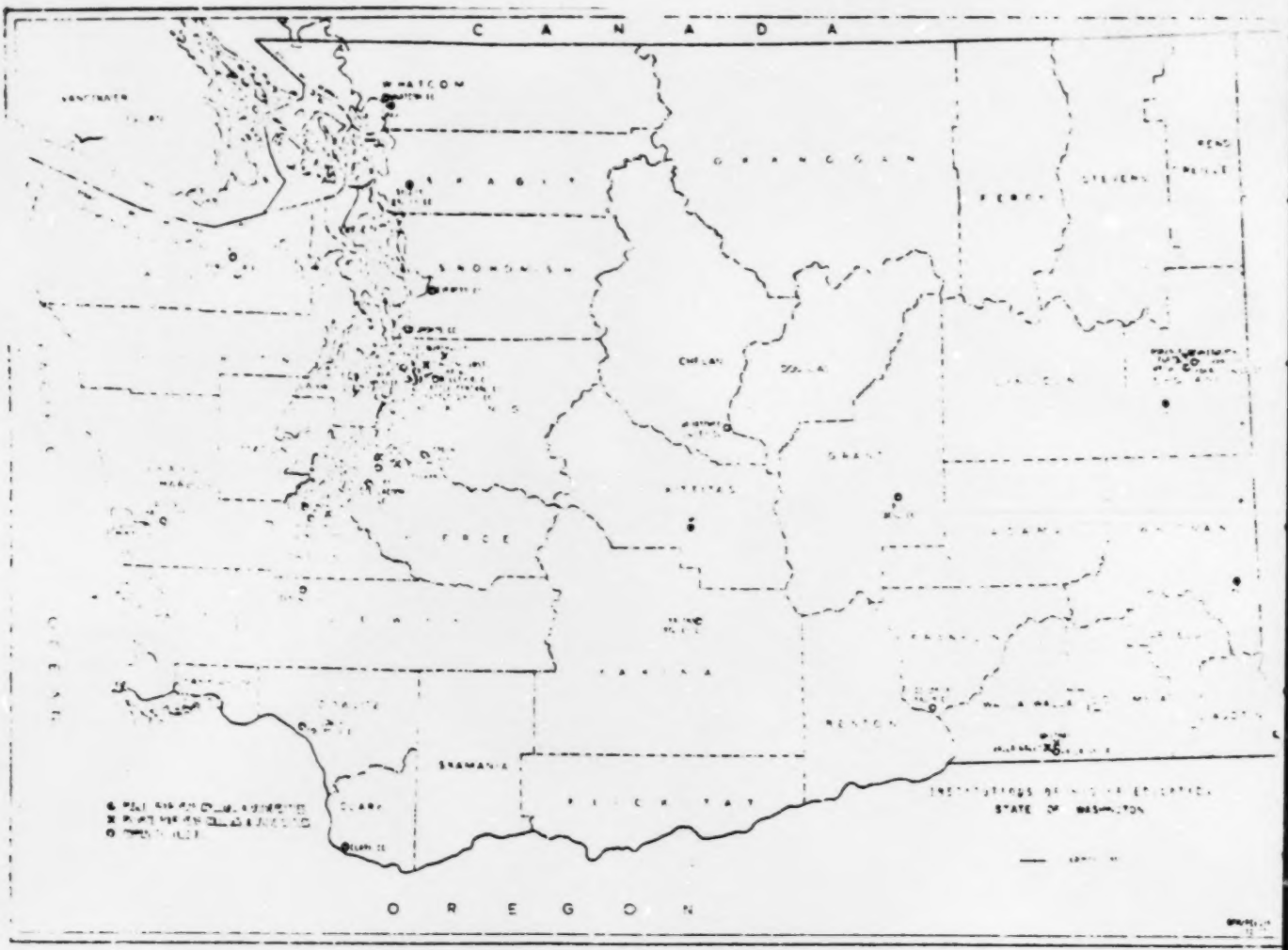
--"B".G.

THE INSTITUTIONS OF HIGHER LEARNING

While this report will emphasize the place of public degree-granting institutions, it seems appropriate to briefly cast the description in the context of all postsecondary institutions. There are over 350. The "flagship" institutions are two major public research universities. There are three regional public universities and a public four-year college; twenty-seven community colleges in twenty-two districts; five public vocational-technical schools; fourteen independent colleges; and about 300 proprietary schools. Each public institution has its own board; the community college system is "governed" by the State Board for Community College Education, in addition to the twenty-two local boards. The community colleges are funded entirely through state appropriations. The five vocational-technical schools are responsible to the Superintendent of Public Instruction. More than 20 "out-of-state" schools offer courses, programs, and degrees within the state.

In proportion to the state's population, Washington has an even larger, more comprehensive system of public higher education than the better-known California system. California supports nine universities, 19 regional colleges and universities, and 104 community colleges in 70 community college districts with a population of about 22 million. Washington's population is about 3.7 million: a population ratio of approximately 6:1. If the Washington ratio of population to institutions were applied to California that state would justify having 12 universities, 24 regional universities and 162 community colleges. Other, more refined, data in the Appendix confirm that Washington is a leading provider of higher education.

The University of Washington, at Seattle, in Western Washington, is the largest single-campus public university west of the Mississippi, with a student population of approximately 37,000 and a staff of 15,000, including



COLLEGES & UNIVERSITIES BY COUNTY

CHELAN COUNTY
- Wenatchee Valley Community College

CLALLAM COUNTY
- Peninsula Community College

CLARK COUNTY
- Clark Community College

COWLITZ COUNTY
- Lower Columbia Community College

FRANKLIN COUNTY
- Columbia Basin Community College

GRANT COUNTY
- Big Bend Community College

GRAYS HARBOR COUNTY
- Grays Harbor Community College

KING COUNTY
- University of Washington
- Cornish Institute of Allied Arts
- Northwest College
- Seattle Pacific University
- Seattle University
- City College
- Bellevue Community College
- Green River Community College
- Highline Community College
- Seattle Central Community College
- Seattle North Community College
- Seattle South Community College
- Shoreline Community College

KITSAP COUNTY
- Olympic Community College

KITTITAS COUNTY
- Central Washington University

LEWIS COUNTY
- Centralia Community College

PIERCE COUNTY
- Pacific Lutheran University
- University of Puget Sound
- [illegible]
- Fort Steilacoom Community College
- Tacoma Community College

SKAGIT COUNTY
- Skagit Valley Community College

SNOHOMISH COUNTY
- Edmonds Community College
- Everett Community College

SPOKANE COUNTY
- Eastern Washington University
- Fort Wright College
- Gonzaga University
- Whitworth College
- Spokane Community College
- Spokane Falls Community College

THURSTON COUNTY
- The Evergreen State College
- Saint Martin's College
- Olympia Technical Community College

WALLA WALLA COUNTY
- Walla Walla College
- Whitman College
- Walla Walla Community College

WHATCOM COUNTY
- Western Washington University
- Whatcom Community College

WHITMAN COUNTY
- Washington State University

YAKIMA COUNTY
- Yakima Valley Community College

approximately 3,000 faculty, the institution ranks high among the major universities in size and in national standing. It is a "world class" university. During the past eight years, the University has been among the top five universities in the receipt of federal grants and contracts, in several of those years ranking first ahead of MIT and Michigan.[1] American Council of Education surveys of faculty quality indicate that overall the university faculty ranks about fifteenth to seventeenth among all universities and about sixth among state universities.

Washington State University, at Pullman, in Eastern Washington, is the state's land-grant institution, sharing major lines of teaching and research with the University of Washington in the liberal arts, pure sciences, pharmacy, architecture, business, and most of the other professional specialities. Because of its land-grant character, particular attention is devoted to the several fields of agriculture, engineering, home economics, and veterinary medicine. The student population is approximately 17,000.

Central, Eastern and Western Washington Universities are three well-established multi-purpose institutions, tending to emphasize service to their regions. All grew from single-purpose teacher training colleges to have specialized, often distinctive, programs spread throughout their schools and divisions. Their sizes range from about 7,000 to 10,000 students.

The Evergreen State College, founded in 1967, and opened in 1971, is nationally recognized and esteemed (but not locally) for its innovative curriculum of coordinated studies. The student population is about 2,500. The College is located five miles from the state capital and was designed to provide an alternative to traditional educational approaches, to serve the one portion of the

---

[1] The quiet presence of Senator Warren G. Magnuson in the other Washington helps, especially in Medical School funding.

state not served by a regional four-year institution, and to provide special learning opportunities available due to the proximity of state government. As a new and different institution, Evergreen has been intensely affected by the "steady state" and the new vocationalism.

The Washington Community College system is one of the most comprehensive in the nation, serving over 150,000 students, or over half the state's student population. Until 1967 the individual colleges were administered by local school districts. The state then assumed responsibility for their funding and operation through establishment of the State Board for Community College Education. The system now operates 27 campuses in twenty-two separate districts covering every portion of the state. The student population tends to be older, with less than 15 percent of the enrollment coming directly from high school. They provide a wide variety of services to a diverse population most of whom live within commuting distance of a campus. Recently they have experienced some softening in their FTE's that has caused them to strike out for new markets.

Private Higher Education

Private higher education is not collectively large (about 10 percent of the FTE's), nor are there particular institutions that seek to "weigh in" on state matters. There is nothing approaching the big five of New York (Columbia, Cornell, Syracuse, Rochester, New York University), nor the Rices, or a Stanford of the West. There are two Jesuit institutions operated independently of each other, Whitman College (the Amherst of the Northwest), and the "Protestant" institutions, each tending to have its constituency. The more secular University of Puget Sound has demonstrated the greatest concern with affairs in the public realm, as it involves itself in satellite campus operations in the state capitol and in Seattle. The "new kid on the block" is City College, a recently accredited, non-sectarian, non-traditional college, started a few years ago, primarily serving working adults at centers throughout the state.

Out-of-State Institutions

The State of Washington has made no provision for approving institutions of higher learning to operate in the state. No review is necessary. No license is needed. As a result the state is host to a host of imported educational "services," accredited and nonaccredited, public and private, profit-making and non-profit. This influx of "alternatives" is worth noting because it demonstrates the futility of coordination and accountability for some in the absence of control over others.

We can do so many things here.

--J. H.

WASHINGTON'S SOCIO-CULTURAL-ECONOMIC ENVIRONMENT

It is hardly necessary to document that one of the significant features of life, even political life, is cooperation. There exists in Washington a climate of trust. Everyone I spoke to who had experience with government or the institutions of higher education in other states observed that a greater spirit of cooperation pervades Washington's system, that individuals try their best to agree, and that every means of accommodation is sought. Throughout my field notes (based upon interviews) I find the words cooperation, trust, sharing, openness, accommodation, collaboration. One of those interviewed observed that the Council on Higher Education, the state's "super board," was ". . .a child of cooperative effort."

Why is this spirit present? One of the university presidents said there was a sense of pride pervading the state based upon the closeness of most people to the land (agriculture, despite Boeing's presence, is still the major industry), upon a deep appreciation for the unique beauty of the state, upon valuing the human element due to the less crowded conditions, and upon a stable population of people who made a conscious decision and a permanent commitment to live here. Another, more recent, newcomer to the state described this spirit as one of "innocence." A cynical perspective might be that people here are somewhat provincial in outlook. As these views have the same operational outcome, I leave it to the reader to choose among (and between) them.

Relative to other states, Washington has a high level of average adult educational attainment, related, of course, to high levels of "college-age" participation in higher education. (See A-3 and A-4 in the appendix.) Another observation made among those interviewed who have experience in other states is their belief that the people take greater pride in higher education. This is substantiated by data on the level of support per capita provided by appropriations; in recent years, Washington has ranked among the half dozen top states. (See A-2 and A-5.)

The Economy

The economy is largely based upon three products, all subject to cyclical swings of substantial magnitude: wheat, forest products, and airplanes. The fickleness of the fortunes of the Boeing Company are particularly important. The state was hurt badly, for example, in the late 1960's and early 1970's when Boeing's workforce was cut in half. Just now Boeing is doing very well, and prospects are good for at least five to seven years, as there are long lead times on the delivery of aircraft. The economy is booming.

The Constitution and Government

The Legislature is bicameral and has had a substantial Democratic majority in both chambers for many years. The 1978 election has deadlocked the House and the shift of power may freeze the coming session. Party affiliation, however, tends to be a poor indication of conservative/liberal inclinations. It is generally conceded that overall the Legislature is conservative with the Senate more liberal than the House. The Legislature meets every other year to pass a biennial budget. The governor through the growth period of the 60's until 1977 was a "moderate" Republican, Daniel Evans. Senators Henry Jackson and Warren Magnuson do not appear to involve themselves in state postsecondary matters; nor do I find evidence that any of the Representatives involve themselves in matters of state higher education policy.

There is a strict provision in the State Constitution against providing funds to sectarian institutions.[1] There have been two State Supreme Court tests in recent years striking down various tuition and loan programs that would have

[1]The president of Seattle University is presently seeking recognition from the state for the possibility of contracting with independent institutions for services to the state. The matter will probably be before the Legislature in the next session.

aided added students attending private colleges. Washington is one of a very states having this provision in the Constitution:

> **28B.10.040 Higher educational institutions to be nonsectarian.** All institutions of higher education supported wholly or in part by state funds, and by whatsoever name so designated, shall be forever free from religious or sectarian control or influence. [1969 ex.s. c 223 § 28B.10.040. Prior: (i) 1909 c 97 p 242 § 7; RRS § 4559; prior: 1897 c 118 § 188; 1890 p 396 § 5. Formerly RCW 28.77.013; 28.76.040, part. (ii) 1909 c 97 p 243 § 1, part; RRS § 4568, part; prior: 1897 c 118 § 190, part; 1891 c 145 § 1, part. Formerly RCW 28.80.015, part; 28.76.040, part.]
>
> *Nonsectarian State Constitution Art 9 § 4, Art 26*

Another constitutional clause prohibits lending the state's credit to any private organization. This restriction does not sound bad in itself as it is commonly found in other state constitutions. The problem is that this state, unlike every other state with the provision, struck down attempts to assist students through student loans, as those students might attend private colleges.

Washington is also one of only four states where the Legislature determines tuition levels for all public institutions; the level was pegged by the last Legislature at a percentage of the cost of instruction, ranging from approximately one/sixth of cost at the community colleges to one/fourth of cost at the major universities. Resident tuition levels are below national averages; non-resident rates are above national averages. (See Table 1.)

Regarding the climate of state politics, it is important to observe that there is a Populist tradition, a lack of strong party structures, and a liberal use of the referendum and initiative, all indicating that political power is diffuse.

What will destroy the system is parties going to the Legislature on smaller matters.

--P. C.

The Legislature is good at prioritizing, not programs.

--P. C.

The latitude for discretion is diminishing at every level of government.

--K. P.

TABLE 1

SUMMARY OF UNDERGRADUATE TUITION AND/OR REQUIRED FEES
BY INSTITUTIONAL CLASSIFICATION, RESIDENCE AND
AREA, 1972-73 AND 1977-78

	Public Universities			Public Colleges and State Universities		
	Wash.	Seven States[1]	U.S.[2]	Wash.	Seven States	U.S.[3]
Resident:						
Tuition and Fees:						
1972	$ 564	$ 638	$ 549	$ 495	$ 484	$ 465
1977	660	830	720	591	641	602
Difference	$ 96	$ 192	$ 171	$ 96	$ 157	$ 137
Percent Increase	17.02	30.09	31.15	19.39	32.44	29.46
Nonresident:						
Tuition and Fees:						
1972	$1581	$1802	$1428	$1359	$1280	$1159
1977	2394	2492	1909	1983	1767	1490
Difference	$ 813	$ 690	$ 481	$ 624	$ 487	$ 331
Percent Increase	51.42	38.29	33.68	45.92	38.05	28.56

[1]The seven states that are compared to Washington include California, Illinois, Indiana, Michigan, Minnesota, Oregon, and Wisconsin.

[2]Forty-nine states were aggregated for the U.S. averages.

[3]Forty-five states were aggregated for the U.S. averages.

Source: Adapted from "Resident and Nonresident Undergraduate Tuition and/or Required Fees, Public Universities and Public Colleges and State Universities," Council for Postsecondary Education, March, 1977.

Source: OFM/PEES/P-426
4/78

BRIEF HISTORICAL SKETCH

The 1960's

Everywhere, everything appeared to be working well for higher education in the 1960's. Washington was no exception. The climate was right. The nation was coming off an era of stability (the Eisenhower years) into the expansive era marked by the Kennedy-Johnson years. After 1958 science was emphasized, there were greater numbers of high-school graduates, an attitude of higher education for everyone, confidence in our institutions, hardly any inflation, and in the state of Washington, Boeing was doing extremely well. There was also a remarkable degree of cooperation in that era between the two legislative houses, particularly through the chairpersons of higher education committees: Gordon Sandison, chaired the Senate committee for a total of 18 years while Marge Lynch, who later went to Washington, D.C., to chair the National Bicentennial Committee, was Chairwoman of the House Committee on Higher Education. They in turn were favorably received by the long-term Governor, Daniel Evans. An agreeable triangle existed in government. Party affiliation was not an issue when it came to support for higher education. They were of different parties yet shared common ideals and ideas. There was also a remarkably good working relationship between Gordon Sandison and Charles Odegaard, President of the University of Washington, who together "engineered" at least the first two of the three major developments which culminated in 1967: (1) the establishment of one of the nation's most envied community college systems; (2) the establishment of the Council on Higher Education; and (3) the establishment of The* Evergreen State College.[1]

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*As a personal note I must say that "The" added to the names of colleges and universities seems unnecessarily pompous, much as I, among many others, admire Evergreen for another reality.

[1]William Stevens, a doctoral candidate in Higher Education at the University of Washington, is studying Evergreen State College for his dissertation.

Charles Odegaard, with the help of Frederic Giles, took a lead position promoting legislation that removed the existing community colleges from local school districts; and, when he saw that voluntary coordination was not going to work after the mid-1960's, he helped develop the institutional and legislative support that was necessary to create a coordinating council. The work that went into these three developments is worthy of an expanded statement; however, that statement seems beyond the intent of these observations for the Sloan Commission. A student of public administration would find this a fertile subject for further investigation.

The 1970's

Except for Boeing demonstrating a comeback, the current era is different in all respects, both for the nation and for the state. Endorsement of science and technology is qualified by ecological doubts. Confidence in our institutions is tempered by uncertainty about the future. Instead of the expansive vision of Kennedy-Johnson, there was Nixonism, Ford fumbleism, and continuing uncertainty about Carter. Instead of 2 percent inflation, there are double-digit dangers; and instead of students clamoring for limited places, there is the scramble of institutions to fill over-built classroom and laboratory buildings; there are visions of Ph.D.'s driving taxis,* concern about unresponsive government,* Jarvis-Gann movements, and so on. As one of those I interviewed said, "The public has been battered."

The cooperation of the 1960's between the executive, the legislature, and the institutions of higher education is fondly recalled. Few, then, appreciated the comparative ease with which public policy moved. Now there is a new governor, who seems more reserved toward public higher education. The two houses are of different persuasions: a conservative democratic Senate and a liberal deadlocked House. Because the power in the Legislature is less concentrated in the leaders of each chamber, the introduction and progress of bills is

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*Aside: "And the hazard that constitutes"--K. P.

frought with greater uncertainty. The House and Senate higher education committees, with relatively new chairpersons, seem to have lost the initiative for higher education legislation to the appropriations committees of both chambers. The Council for Postsecondary Education has a new director. The president of the flagship university is resigning his post. The director of the Community College System has resigned his post. All of the public four-year regional colleges and a substantial proportion of the community colleges have had new presidents in the last few years. This wholesale change of leadership is occurring now when there is greater competition among all institutions for the smaller number of potential undergraduates and greater competition for the attention of adults as well. The private sector now has growing concerns about competition from both the low-cost public sector and competition from two newer, innovative and independent institutions[1] in-state and the reputed 20 and potentially more out-of-state institutions.[2]

Except for occasional "personality" differences and the effects of "McCarthyism" in earlier decades, the 1960's marked the first mild intrusion of government into the activities, as James Bricker put it, "the private sanctuary of schools and campuses." Washington was already a national leader in the development of formulas for the allocation of funds.

Feared here as they were in other states, the formulas adopted in the 1960's might now be seen as disguised blessings: they provided a quick and simple mechanism to translate student numbers--when there were a lot of students--into dollars, without requiring the Legislature to make many prioritizing decisions. The construction of the original formulas was left to the representatives of the institutions, with most of the actual formulation undertaken by the staff of the voluntary Council of Presidents.[3] The institutions developed their

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[1]Prometheous College and City College.

[2]Antioch West, Columbia College, Walden University, and so on.

[3]The Council of Presidents is a voluntary coordinating organization with a small staff under the direction of the presidents of the two public universities and the four regional institutions.

own formulas. The formulas in turn determined how much each institution was to receive, thus, they "generated" funds.

When it came to appropriating the money, however, the Legislature found it could only fund a percentage of the formulated sum. In the late 1960's, it tended to be about 85 percent of the formula. Now the tendency is to fund formulas at about 71 percent. The formulas accomplish several things simultaneously: they approximate real operating costs based on national averages; they provide a measure of equity across institutions; and, last but not least, they tend to avert more direct intervention by government into the details of institutional affairs.

While the earlier funding formulas were developed by the institutions, the more recent accountability formulas have been developed by the legislative and executive branches.

The Beginnings of Systematic Intervention

One of the key questions posed by the Sloan Commission concerns the intervention of the state in the affairs of the institutions.[1] Until 1967, when the Council on Higher Education was formed, all public institutions were largely left alone to do their own planning, subject, of course, to such informal (occasionally formal) influence as may at times have been exerted by the executive or legislative branches of government. They were also constrained at times by the public and their students. The only other "constraints" were those occasionally contained in the enabling legislation sought by individual institutions; that is, each institution went to the appropriate committee or agency, as necessary, for approval and funding for projects the institution wanted to initiate.

Prior to the establishment of the Council, the only formal "control" device was the use of formulas for the allocation of funds. Even these, feared at first by the institutions, were probably a blessing in disguise. Essentially, the formulas allowed the Legislature to delegate decision-making to a

[1]The purpose of the Sloan Commission is illustrated in Appendix C.

simplified mechanism linking numbers of students to dollars. The decision on the variables to include in the formulas was left to the institutional representatives and the decisions on how to spend the funds generated by the formulas were left to the institutions as well.

It might be said that the Legislature, under the press of student numbers, "intervened" when it authorized in 1965 a new four-year college (later located in Olympia), or when it passed the Community College Act of 1967, or when it created the first state-funded student financial aid program in 1969. The real interventions, however, as seen from the perspective of the institutions, started with the authorization of the Council on Higher Education (discussed in more detail later) in 1967, and the establishment of the Higher Education Personnel Board in 1969. The latter is a civil service system for the institutions' non-academic staff, setting general terms of appointment, specific job descriptions, and salary levels.

A legislative change of "attitude" occurred in 1971 when the institutions were brought under Executive Allotment Control, an accounting and budgeting system requiring all state agencies to budget and account for funds in the same way. Until that time, higher education was treated as something different from a simple state agency. Now higher education was to be treated like all other governmental services for the purposes of being ". . .more responsible and more responsive to the state."[1]

The 1971 legislative session also brought some legislative concern with collective bargaining followed by mild legislative activity in 1973. The 1973 session also saw the first legislation, reflecting less enchantment with institutional management, mandating the number of faculty contact hours, reports on sabbatical leave, and so forth. In 1975, legislation was passed setting forth the conditions allowing collective bargaining. In the last legislative session (1977), institutions were prohibited from transferring

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[1]From a speech by Legislator J. N. Ryder, before the Seattle Diet, November 12, 1975.

more than 5 percent of funds from one program to another[1] and further legislation was passed providing for a $500 personal fine for any administrator authorizing expenditures not consistent with legislative intent (Chapter 320, 1977, 1st. Ex. Sess).

The point of this brief sketch is to illustrate the obvious and increasing government intervention into institutional self-governance, into higher education's autonomy. While this chronicle of increasing intervention may seem ominous to supporters of institutional autonomy (and I count myself among them), the fact is public higher education was never autonomous, as some of the examples to follow illustrate. However, it is true that the already-existing means of intervention (that term is used loosely here, and everywhere it seems) are being used more frequently.

THE MEANS OF INTERVENTION

Among the long-standing forms of intervention are the Governor's executive orders, usually introduced in times of financial stress. The Governor is charged with the responsibility to maintain a balanced budget. Most recently, the initiative to remove the sales tax from food, when approved in 1977, led Governor Dixy Lee Ray to announce a staffing freeze, limits on consulting contracts, the reduction of over-time service, prohibitions on out-of-state travel, postponement of the procurement of equipment, supplies and materials not deemed critical. This is probably the clearest example of how public institutions have always been vulnerable to direct intervention.

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[1] One of the continuing issues since 1967 has been the place of technical-vocational education in higher education, centering on the control of five technical schools in Western Washington. Little attention is paid to that controversy in this report; it is a subject deserving of careful study, however, for anyone wishing to come to a better understanding of how interest groups express their will.

Another type of "executive order" intervention comes at the time the budget requests are prepared. Institutions are supplied with detailed budgetary guidelines to follow. Washington's institutions are now under an order to prepare a budget, that is--I have had two figures, 6 and 10 percent--below the previous budget request (two years ago). What is of greater concern than the suggestion of fiscal tightness is the supplementary requirement that the targeted reductions be reported by program category: zero percent in libraries to 15 percent less in academic administration. Here is an obvious conflict of "authority" and "responsibility" or responsibility and authority. Surely it is within the authority of the Executive Office to ask institutions to prepare target-level budgets, but it has at least historically, if not legally, fallen within the authority of the institutions' boards to determine what the budget levels should be in each program.

Lapsing procedures at year end are familiar to public agencies. Monies not spent or encumbered on the day before the fiscal year ends revert to the state treasury. The lapsing process requires state agencies to estimate exactly the rate of cash expenditure necessary to carry out programs. This, along with the 5 percent limitation on the transfer of monies among accounts places substantial limitations on the institutions' capacity to respond to changed conditions (weather, new educational demands by communities, shifts in enrollments, and so on).

Contractual controls are imposed by state agencies. The usual provision pertains to bidding procedures, "All contracts in excess of $200 must be let out on competitive bids. . . ." In addition, it could be required that certain services be performed only by the state. Printing is the usual example. The Governor's Office of Fiscal Management has in recent years increased its involvement in contact control. First limiting itself to the maintenance of files and the monitoring of contract performance, it is now involving itself in the substance of the contractual arrangement; it has become a participant in the process, limiting further the free hand the institutions once had.

Financial accounting requirements, while always present, have grown substantially recently. There is a tremendous increase in the request for more detailed data about sub-programs. For instance, one community college had to provide reports 15 times during the 1973-75 biennium on certain personnel transactions, 75 times during the 1975-76 biennium, and during the current biennium it is estimated that 300 reports will be required--with no essential change in the amount of activity at the college. The sharp increase (even if my source has exaggerated the degree) is the result of more legislative and executive agencies asking for more reports with more program detail.

In addition to the anticipated requests for financial information to assure the appropriate use of public funds, there are other executive, and legislative information demands arriving in almost every office of every institution with increasing frequency. Many institutions now have established centralized offices for the collection, completion and return of reports and questionnaires to the various agencies, state and federal. Few of these requests for information are viewed on campus as important to the institution's functioning. Some of the ad hoc inquiries simply come from the staff of legislative committees who may have less to do when the biennial legislature is not in session. I believe that Olympia is making good-faith efforts to reduce the quantity of and overlap of information requested. More could be done, however.

Related to the more or less regular requests for information are various studies of the higher education system that are managed by the Legislature A recent legislative session mandated 26 such studies--without any special appropriation to cover their cost. The resources to carry out these studies, as one of those interviewed said, "must come from the hides of the institutions." In addition to the costs involved, the Legislature may "intervene" through the resolution process. In 1976, for example, the Council for Post-secondary Education was "directed to examine the situation relating to teacher unemployment and to study the feasibility of closing at least one of the departments of education now in existence. . . ."[1] A similar proviso

[1]Senate Resolution 1976-232.

asked, in 1977, for an examination of The Evergreen State College.[1]

A particularly important means of limiting institutional flexibility was the establishment of enrollment bands in 1975. The institutions contract with the state to serve a projected enrollment for each year of the biennium. When enrollments fall below the band under contracted levels, the institution returns the related funds. Exceeding the contract does not result in additional funds for the additional students served.

There are two kinds of audits. The annual or biennial audit by the State Auditor is routine, and as far as can be determined, is not politically guided. There is a second audit--so far equally non-political--that is coming into popular use in about half the states: the performance audit. In the case of Washington, it is carried out by the Legislative Budget Committee for all state agencies. So far there have been audits of faculty utilization at two institutions. It is my understanding that while the audits were done professionally, the auditors didn't really understand how faculty resources are allocated or accounted for, thus, the direct results of their work have to date been inconsequential. Their inquiries do, however, bring to light cost disparities among departments within institutions so the institution may over time make appropriate adjustments.

The power of the Governor to appoint the members of all the boards of trustees could be seen as a means of intervention. The record of Washington in this regard has been good in that it is widely agreed that appointees have not been politicized in recent decades. There is general concern, however, that some recent appointments represent a departure from that tradition. There is always the danger either the governor or legislators (who recommend to the governor from their district) could work to "stack" board membership.

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[1]A preliminary draft report, recommending a number of substantive changes in the academic program and allowing for a four-year "breathing space" was issued November 29, 1978. An agency head attending the first hearing on that report observed, "If the Legislature accepts this report the Council for Postsecondary Education has saved Evergreen."

Institutions are also subject to restrictions imposed by Administrative Procedure Acts specifying just what agencies can and cannot do in the conduct of their duties. These acts "cut both ways," as the provisions can be used to restrain an agency of government from overstepping its authority. Related to adminstrative procedures are "sunset," public disclosure, open meeting, collective bargaining, and similar laws.

Interpretations, for example, of the Washington open meeting laws make it virtually impossible for boards or other policy-making groups to meet in ways they feel would expedite the discussion and adoption of policies. Delays result. Collective bargaining legislation prescribes the rules for playing that game. The players' range of options is reduced.

While this discussion of interventions may seem long already, I feel I must elaborate on two of the most important forms of intervention: the first is the funding formula, now in use in over half the states, and even more important, the coordinating and the governing agencies established to plan for the state and, to some extent, manage the institutions.

Funding Formulas have been employed in Washington since the mid-1960's in an attempt to link funding to "production" at institutions and to provide for equity across institutions. They embody technical judgments and political agreements; technical judgments because they represent the known relationships among variables in comparable institutions and the costs associated with those relationships (faculty to student ratios, for example, at different levels of instruction); furthermore, the type of formula and its application are a sort of record of the process by which the different sectors and the government agencies have negotiated to have their interests expressed. While they may look scientific, they are largely political. And as pressures for modification grow over time, changes are made to reflect new educational, economic,

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All the institutions must have good data and good management, otherwise, one institution's practices can damn the rest.

--C. O.

and political realities. At first feared as a means to intervene in the affairs of the institutions, they are now well accepted and are used to generate funding.

The last and perhaps most important means provided for intervention is embodied in the state's two "super" boards--the State Board for Community College Education and the Council for Postsecondary Education.[1] Both were established in 1967. The State Board for Community College Education is a governing board. That is, it manages the community college system described earlier. Authorizing legislation states, "The Board shall have general supervision and control over the state system of community colleges." As such, it reviews the budget requests made by the trustees at each community college and submits a single budget for the system to the Governor; the Board also establishes guidelines for the disbursement of funds, plans for the entire system, approves new programs, and so on. Restricted, of course, by the legitimate demands for autonomy made by the local institutions to manage their own affairs, the Board, nevertheless, attempts to manage the system.

The Council on Postsecondary Education is a coordinating board with weak legislated powers as it may only review and recommend to the executive and legislative branches of government. However, its recommendations are nearly always followed either by the institutions or the Legislature so its influence is substantial.

The Council[2] was established only after it was first recognized by legislators and then seen by Charles Odegaard that the four-year institutions were not equipped and had not demonstrated the willingness to plan cooperatively. Originally the Council consisted of 25 members--including all presidents of public colleges and universities, four legislators, two presidents of private

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[1]The Commission for Vocational Education might be seen by some as a super board. I, however, see it largely as an agency established to channel federal funds for vocational programs into appropriate secondary and post-secondary schools.

[2]The original name was Council on Higher Education.

institutions, nine citizen members, one president of a community college, and various other educators. In 1975 the Legislature passed a new statute that restructured the membership and changed its name. Part of the reason for restructuring was to establish the Council as the 1202 Commission, so it was renamed the Council for Postsecondary Education and a member of the proprietory sector was added to a reduced membership of only 16. The nine citizen members stayed the same, except one of them must be a full-time undergraduate student, while there was to be only one president of the public sector and one president of the private sector. Each of the other major educational delivery systems continued to have one representative: the community colleges are represented by the Executive Director of the State Board for Community College Education, and the five technical schools are represented by the Superintendent for Public Instruction. Under both schemes, only the citizen members have full voting privileges. Votes cast by the representatives of the delivery systems are only advisory.[1]

These changes--first the establishment of the Council in 1967, then the restructuring--resulted in progressively less direct "say" for the public four-year colleges and universities. Even though the Council's "powers" are only advisory--to review and to recommend--what they recommend, because of executive and legislative acceptance, has the weight of governance.

The primary form of intervention practiced by these boards is in the realm of program control. The Council is seen by the institutions as blocking new programs and forcing them to terminate others. While little genuine termination has taken place, the handwriting is on the wall, especially since the Legislature appears to expect the Council to be even firmer with the institutions, perhaps providing the Council with additional authority during the coming Legislative session.

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[1]The only exception is for votes on how federal funds for student aid shall be distributed, in which case all 16 members have full voting privileges.

State agencies such as the Board and the Council described above currently fulfill a buffer role. I would say that increased pressures from the Executive and Legislative branches and possibly increased resistance from the institutions will put the agencies (in the middle) under increased pressure. Particularly the Council will be forced out of its comparatively ambiguous role, but not until a new accommodation is reached between the institutions and government over the disparity in their perceptions of the Council. There is a growing impression in the legislature that the Council isn't doing enough to "manage" the institutions, whereas the institutions feel there is already too much Council involvement in their affairs. Within the legislature there are two views of the Council as well: one stresses the Council's impartial research role, the other view expects more management.

Until the role of the Council is clarified again, I expect to see more ad hoc intervention by legislative committees in institutional decisions. Recently, for example, a legislative committee chairperson virtually directed that a regional university not start a new program of upper-division work at a cooperating community college. In another case, a legislative budget committee asked the "flagship" university to have each of its schools and colleges determine and report to the committee what class-size standards the school would apply when cancelling smaller classes. This type of ad hoc intervention appears to be unnecessary, even mistaken, yet, because of the continuing pressures for responsiveness, and the new "range wars" and the need, consequently, to restudy the powers [role] of the Council, I expect more ad hoc interventions by legislative committees.

Summary View

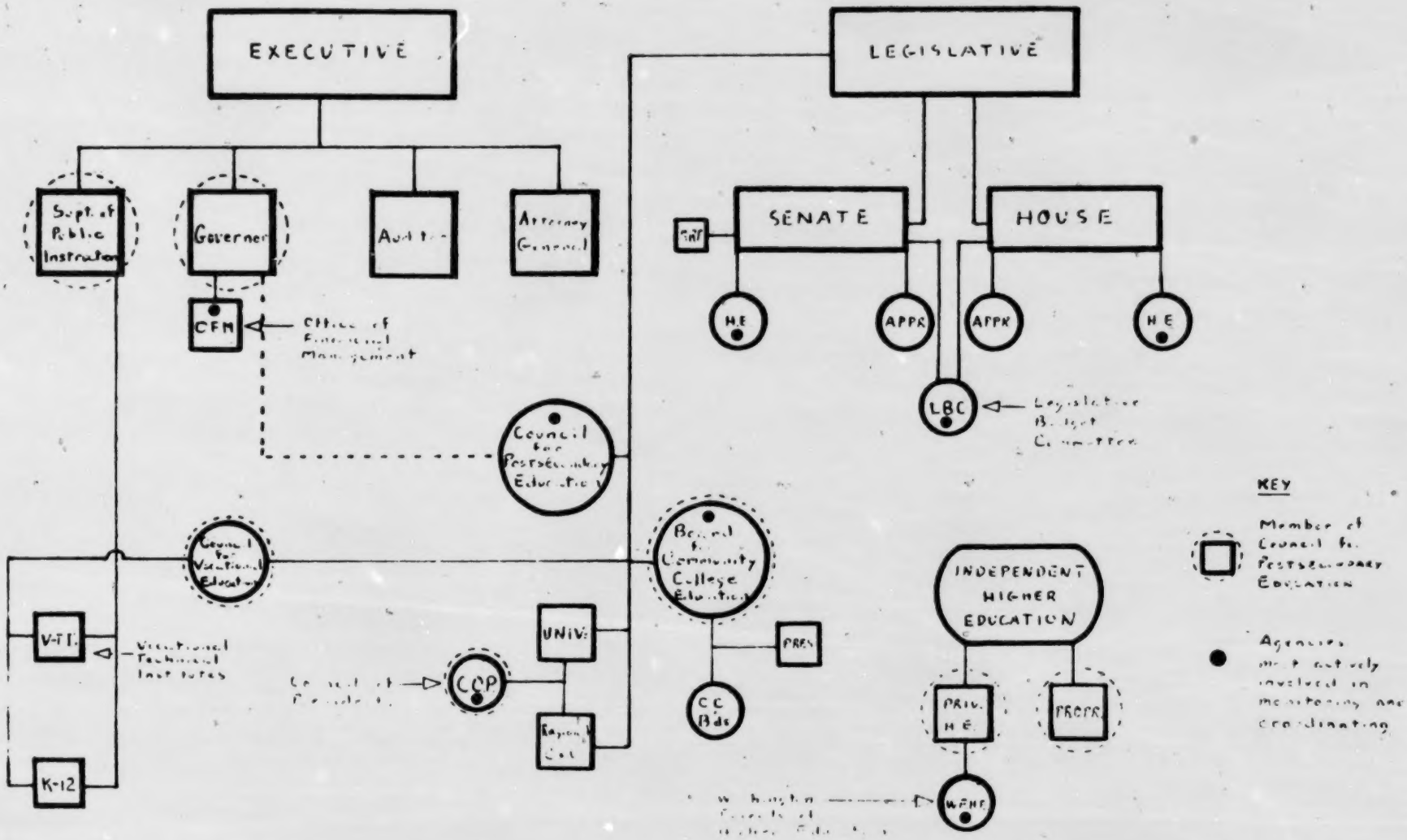
Because one of the Sloan Commission's primary interests is the matter of state government intervention into the affairs of the institutions, I have attempted to sketch most of the forms of intervention I can see. Another investigator would no doubt look at the categories in other ways and even find other categories, one of which could be the courts. As identified here the interventions include:

Executive Orders
Lapsing Procedures
Contractual Controls
Financial Accounting
Information Demands
Legislative Resolutions
Enrollment Controls
Audits
Board Appointments
Administrative Procedure Acts
Particular Laws
Funding Laws
Coordinating Boards
The Courts

This litany of interventions may leave the reader wondering if the high salaries paid administrators are justified since they are paid to be leaders and to make judgments--judgments about reshaping institutions, about program development, about new directions, and so on. The possibility to exercise academic leadership seems limited in today's public institution. These forces of intervention would instead seem to push administrators into the bureaucratic/responsive mode. Yet, I don't believe a bureaucratic style is necessary or appropriate for institutional leaders. Instead, these "forces" of public intervention may call for a politically attuned leader who realizes that government is necessarily involved as a partner in the process of determining priorities.

Public colleges and universities are not, and never have been, self-creating, and they are not and have not been self-supporting. These realities may not only remove them from the realm of autonomy, but may render the term irrelevant to their being.

--W. C.



STRUCTURE OF WASHINGTON HIGHER EDUCATION AGENCIES

The price of isolation is austerity.
--G. S.

CONDITIONS AND RECOMMENDATIONS

I now wish to comment briefly on a few troublesome occurrences, or they might be called, conditions. First, there is the unmistakable shift of power from the institutions to the Legislature and its agencies; the Council on Post-secondary Education in particular has become substantially more influential. Because the Council has little genuine authority, its "power" rests largely on credibility with the Legislature and to a lesser extent on its credibility with the Office of the Executive. This shift is in part due to the circumstances of the weakened economy from 1969 until recently. The financial squeeze on government has been severe with the earlier decline of Boeing, limits on property taxes, and reliance on a sales tax. (There is no state income tax.) But the shift of power goes deeper than this. It is also the result of higher education's enormous expansion in the previous decade, an expansion of institutions in number and size along with an expansion of functions.

The system is no longer easily comprehended by those in government, so they look to the agencies they established to clarify issues and to provide a few answers. The shift of power is enhanced now because government has larger numbers of more able staff under its direct control and they are aided by increasingly sophisticated technologies with which to monitor and control the system. The strength of the personnel aiding the legislative committees has in particular been enhanced since the early 1970's. And since Olympia is still a small, capital city with an almost small-town atmosphere about it, I find there is a commendable and "neighborly" substantial sharing of help among the staff members in the Governor's Office of Financial Management, the Council for Postsecondary Education, and the staff of legislative committees.

I expect this shift of power to the "Olympia neighbors" to continue further during the next biennium with either the Legislature assuming more power for

itself or strengthening the authority of the Council for Postsecondary Education.

The pivotal issue for determining if the Legislature assumes more power or if that authority is vested with the Council on Postsecondary Education, is likely to be the matter of off-campus instruction. If the Council does not aid the institutional sectors in coming up with a viable plan for equitably sharing the "market" at a "price" the Legislature feels is affordable, then I believe the Legislature will assume more authority itself, out of frustration, not out of desire. If the Council is successful in resolving this issue, the Legislature is likely to respond by awarding more formal powers to the Council.[1] In either case, I see less autonomy for the institutions.

Second, I see increasing competition at a few points in the system along with a propensity to try "end runs." Most of the friction is between the Council for Postsecondary Education and the institutions. One issue--who will offer what off-campus instruction--has already been discussed, but other issues include the approval of new degree programs and the review of some existing programs with an eye toward their elimination. So far, there seems to be good-faith efforts to openly resolve differences, yet I find a few disturbing indications that secrecy and an occasional end run are preferred tactics.

Secrecy and the end runs simply increase competitive playmaking with actors in the system taking on the characteristics of the enemy. Soon each group develops increasingly negative stereotypes of the other ("they don't play fair like we do"); hostility increases; communications decreases; and the parties to the dispute end up listening to, and only finding favor with, their own representatives. These are classic negative effects of intergroup competition. It is starting.

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[1]At this moment (late December) it appears the Council has been successful, there are, however, some untidy ends that could bring about an unraveling.

In a related arena, while the disputes are not as substantial yet, I expect to see more competitive play betwen the community college sector and the four-year sector as there has been a substantial lack of communication among the leaders. The lack of communication means shorter term voluntary adjustments between the sectors are put off until major differences develop. There is a need here for greater coordination through cooperative self-regulation. That kind of voluntary mutual adjustment requires more active communication, which is most effective when that communication is informal.

A third condition is, it seems, the continuing inability within the four-year sector to initiate and sustain voluntary coordination. The primary vehicle for voluntary coordination, established about 1960, is the Council of Presidents. Its inability to bring about mutually satisfactory agreements and a united front in the mid-1960's led to the establishment of the Council on Higher Education. Its ability to lobby the Legislature is minimized because of the difficulty to reach agreement among its six member presidents, their academic officers, and so on.[1] There is no doubt the organization serves as an effective device for sharing information among its members and for conducting system-wide studies, but as voluntary coordination has not worked well at all in other states, I would not expect, despite the more favorable state-wide attitudinal climate in Washington, much inter-institutional success. If the Council of Presidents assists in end runs or conducts its affairs secretively, then it would contribute to greater inter-sector and inter-agency competition with the unfortunate results of competition referred to earlier.

A fourth condition troubling the relationship between government and the institutions is that the legislature is still aggravated over a few happenings within the institutional sector in recent years. There was, for example, a furor over faculty and administrator leaves sparked by the Board of Trustees of the Evergreen State College granting the outgoing president leave for one year at his full presidential salary and leave for a second year at one half

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[1] As a matter of speculation, I would suggest academic training itself does not dispose an individual to compromise. The scholar is a warrior for truth.

of his full salary. In addition, the Board, all of whose members were appointed by Daniel Evans when he was Governor, selected Daniel Evans to succeed the outgoing president and placed him on the payroll part-time during an interim period.

In another incident, the community college sector diverted $50 million in appropriations for equipment replacement into faculty salary increases. These are, of course, more complex matters than the few details presented here bring out. Nevertheless, "fallout" from the latter incident was the 5 percent transfer rule, adopted in the last legislative session, restricting all institutions from moving money from one program budget to another. This restricts the autonomy of the institution for, as one of those interviewed said, "It is not able to decide for itself if whether to cut the grass is more important than a happy faculty."

While the stresses referred to here have always a part of the relationship between the state and the educator, the strains have obviously increased again in recent years. Yet, I am "comforted," because the literature[1] on government/higher education relationships has constantly referred to these very strains, but when asked, "What is left on the campus to govern?", Harold Enarson, President of Ohio State University, recently replied, "Just about everything."

That is not to say, for Washington at least, that happenings in the next year or two cannot decisively affect the course of higher education for many years to come. The economic base is still unstable; there is a substantial decline in the number of youth graduating from high schools and a declining proportion are electing to enter college, at least immediately. The splendid system referred to earlier in these observations might be seen as over-developed; and just now there is virtually no well established leadership anywhere in higher

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[1] See, for example, the 1959 report by the Committee on Government and Higher Education, The Efficiency of Freedom, John Hopkins Press; and in 1966, Campus and Capitol, WICHE; and in 1971, Capitol and Campus, from the Carnegie Commission on Higher Education.

education. It is a delicate time. There is more than the usual ambiguity.[1]

What Prescription?

I come to the end of these observations, observations, made possible I remind myself and the reader, by the Sloan Commission. What good can come of these observations? What can the Sloan Commission recommend in 1979? What can I say that would be helpful to the Commission and to the State of Washington? Is the key to a healthy system a restructuring of the coordinating/governing structures? Is it through improved technologies, funding formulas, faculty activity reports, and computer monitoring systems? I doubt that these are the keys, although much attention will be given to new structures, and many reams of computer paper will be consumed in the process. What will make the system, public and private, continue to be envied, as the state itself is envied nationwide, defies easy definition. There are no rules. There are no easy formulas. Yet it is real. It is the subtle interplay of personalities and the development on the part of the participants of attitudes of mutual trust and respect, of an appreciation of respective roles and motivations, of tolerance and patience. Samuel Gould, formerly President of the State University of New York, said (in 1966) what is important to say again now in Washington regarding the subtle personal contacts that <u>are the key</u> to a healthy exchange between state government and higher education. While Samuel Gould refers throughout to the "university," the remarks quoted pertain, in my judgment, equally well to all levels of higher education. I will simply quote him here at some length before proceeding with my final observation:[2]

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[1] At the request of the Commission I submitted a letter identifying "forces" operating statewide in November 1978. Portions of that letter are illustrated in an epilogue. See p. 35.

[2] Source: <u>Campus and Capitol</u>, WICHE, 1966. On May 21, 1979, the faculty of Higher Education, at the University of Washington, will offer a one-day conference employing the theme: Campus and the Capitol: Partners in Renewal. Call Claudine Trafford (206)543-1891 for details.

Politicians and Educators: Differing Ways and Responsibilities

The first responsibility we have as educational administrators about to approach the process of dealing with the executive and legislative branches of state government is that of understanding, having sympathy for, and respecting the practical elements of political life. The ways of men elected to political office and the kinds of burdens they bear are not *our* ways or *our* burdens. They are part of the democratic pattern and they will always be present. Furthermore, they are necessary.

It is essential that we do not fall into the easy and dangerous trap of beginning our considerations of state government relationships from the premise that men in political office are crassly motivated, are intellectually inferior, and never rise above party loyalties. The stigma all too often attached to the term "politician" and the characteristics attributed to such a person, which have unfortunately become part of the mythology of our country, are generalizations unworthy of us all. We in the academic world have done little to counteract that stigma or to destroy that myth; indeed, we have oftentimes encouraged them. There are charlatans and hacks in political life, to be sure; there are charlatans and hacks in academic life as well, and we should look well and deeply into our own profession before we adopt a posture of superiority to any other.

I find that, in the main, people in the executive and legislative branches of state government are greatly concerned about the welfare of their total constituencies, just as we are. They are hard-working men and women who emerge remarkably well from the effects of the multiplicity of pressures placed upon them by every segment of our society, including our own. They make mistakes just as we do; they are sometimes misled and misinformed like the rest of us. But the progress of most states, whether in health, social reforms, education, conservation of resources, transportation, and all the rest, is unmistakable to us all. And the executive and legislative leadership is the prime factor in this progress.

Whatever we, as educational leaders, intend to accomplish as our part in assisting the process of progress within our states can be done only with a full realization that government is bound to be involved in our efforts. Our task, therefore, is to develop personal relationships which make it possible for us to make clear to men in government the nature of our enterprise, the role we ourselves play, the portion of our institutional life and development which is not within the bailiwick of anyone else to prescribe or control or even touch, and most of all, the heavy responsibility resting upon *them* as well as upon *us* in fulfilling the education of our youth and, indeed, the total citizenry. It must be made equally clear that we and they have an unusual partnership in all this, the kind of partnership that gives to each side a specific set of assignments to be fulfilled in the interests of expanding and improving higher education.

In concluding, I invite readers of this report to consider that it is worth watching to see what Washington state does next. It has been a leading state in important ways. There has been the innovative Evergreen State College, the comprehensive community college system, the first state work-study program, the early advances in formula development, the development of a world class university, and so on. The spirit of cooperation discussed earlier, although a fragile substance, is tangible, and can make things happen here when they could not happen anyplace else.

Neither sympathy or patience should be used as excuses for indeciseveness, they must be guiding principles for all of our actions, rather than substitutes for action itself.

--Martin Luther King

EPILOGUE: PARTS 1 AND 2

Soon after preparing the body of the report I was asked, "What do you think about a few of the local issues only partly addressed in the report so far?" The recommendations following speak to that question.

As a part two of this epilogue I share part of a letter to the Sloan Commission written in response to their question, "What forces are operating in Washington?"

Recommendations

Rather than attempt to say exactly what to do, these recommendations are offered to generate further discussion.

1. The importance of providing qualified staff may be reiterated to the point of tedium. Yet finding qualified staff remains a problem. Part of the difficulty in status, part is career ladder, part is training.

   Washington has been fortunate to find talented people who have been willing to accept coordinating agency and legislative staff appointments despite their questioned status vis à vis campus-based faculty and administrators with whom they work. Good salaries have helped. Still the career ladder is limited. The agencies are small so internal movement is limited and executive heads are usually, for safe political reasons, drawn from out-of-state. Since there are almost no academic programs preparing people to fill these roles, accepting an appointment as a higher education analyst or planner places the party in a neither-fish-nor-fowl status.

   These problems can be lessened through academic programs combining public administration and education, as well as through greater use of staff exchanges between institutions and agencies. There may be a task here for The Evergreen State College.

2. A single governing board for the entire system of public higher education has been suggested. I believe the present structures, governing, coordinating, and voluntary, are working well. The system simply isn't so large or so complex that a single governing agency would be an advantage. The legislators are probably better served by having closer contact with a number of small agencies having different roles, than if they had to work with one large agency attempting to speak for the entire system.

3. Regarding tenure. Washington's tenure policy in the community college sector is among the most liberal in the nation. Faculty are effectively tenured in just two years. This may need restudy and different legislation.

4. Regarding autonomy and academic freedom. "Autonomy" and "academic freedom" are terms often used synonymously. There may be a need on the part of institutions to distinguish meaning more clearly. Autonomy in particular seems to be used too broadly by administrators. It is desirable to use the term more carefully, if at all. It is meaningless without a context (local autonomy, institutional autonomy, administrative autonomy, political autonomy, fiscal autonomy, and so on). Autonomy for whom? Autonomy for what? Autonomy in what actions? Why? Why not?

   Faculty, on the other hand, use academic freedom too indiscriminately. The result is neither term has any meaning to the legislator who sees their use as simple smoke-screening.

5. Both the public and private institutions statewide have concerns about competition with and the quality of the recently accredited City College. The postures taken by the sectors is largely to ignore (public) or isolate (private) the "new kid on the block." I believe both postures are mistaken. If--if this is an "unruly" or poor quality institution, ignoring or isolating will not help; it merely worsens conditions. As one of those interviewed observed regarding relatively poor quality in

some public institutions in the 1960's, "It was necessary to offer help, because bad management or poor quality anywhere damned the rest."

6. Regarding public and private sector cooperation. Unfortunately, the public sector virtually ignores the interests of the private institutions, not by design, but by negligence. The need exists, especially on the part of the larger institutions, to simply inform and get responses on matters affecting the private institutions before action is taken. It is largely a matter of greater awareness and sensitivity.

EXCERPTS FROM LETTER OF NOVEMBER 22, 1978
TO EDWARD GRUSON OF THE
SLOAN COMMISSION
(Epilogue: part 2)

RE: FORCES CURRENTLY OPERATING IN WASHINGTON.

What do we mean by forces? I see a variety of pressures, powers, and weights that sway, pull, propel and otherwise bear upon the higher educational sectors. These forces influence higher education with more or less telling effects. I will try to sort out those that are likely to have the most telling effects in the foreseeable future. In doing this I am only too aware that these forces stretch from at least Japan to Harvard. Japan, because we are on the Pacific Rim, and the trade between Japan and the United States now exceeds that between Europe and the United States. Harvard, because I have long been struck by the observation of David Riesman that higher education is as "a snake-like procession with Harvard at its head." As one part of the corpus moves in some direction, so will the others, inevitably in their natural order and time. Someone else said, "There are no islands anymore."

For the purpose of this sharing I shall assume there is no Japan, no Harvard, and Washington is an island.

On the economic front Boeing is spectacular. I believe this is now their biggest year for new airplane orders. Since airplanes are delivered five or eight or more years after order, the state is now assured of substantial economic growth through the 1980's. Complementing assured growth by the major employer is a swelling of new hotels, and bank buildings in Seattle. Every month seems to bring an announcement of a new record-size building under construction. Employment has already jumped faster this year than any year on record. What will happen with agriculture is always uncertain but prospects look favorable for the major exports, wheat and fruit. Expenditures

on the many military installations will undoubtedly continue; Senator Henry Jackson will see to that.

Before Proposition 13ism, Washington votors placed a limit on the growth of property taxes; the sales tax on food was removed this year; and there is still no state income tax.

Thus, the economy is booming, yet, the ability of government to reap substantial income is limited, so the prospects for turning the boom into funds for public higher education is blunted.

Overall these circumstances should work to the benefit of the private sector. People will have money for higher tuitions and the serious erosion of funds in the public sector over the past seven or so years means the institution's performance has deteriorated--support services are down, teaching loads are greater, travel money is almost non-existent, general morale is down, and the agencies of government have tied the hands of the administrations in the name of program control and cost effectiveness. Take faculty salaries as an example. By the end of this academic year average salaries will be at least 15 percent less than the cost of living increase over the past ten years. There has to be a slow deterioration in recruitment, in standards of performance and in discipline among academic men and women.

On the political front a major force is still the emphasis on "rationalization"--on increasing efficiency and productivity as a response to the public demand for closer scrutiny of the services supported with tax dollars. Accountability and responsiveness are the rallying words and there is the endless search for the objective criteria with which to measure quality. Most of this pressure is exerted through the Legislature. The new Governor, Dixy Lee Ray, after twelve years with predictable Daniel Evans, is an enigma. She is seen as inconsistent and meddling. I would still have to rate her as an uncertain "force."

It is probably equalled nationwide, but here at least I see the rise of many more interest groups, for farm lands, for gay rights, for fishing rights, for

morality, to save this, to restore that, to return to, and so on. A number of colitions are forming in the higher education community as well. Their platforms are not more specific than higher education needs more money.

Also on the political front, a "force" is the vacuum of public leadership. . . .Every agency head, every key person in higher education's sensitive areas of the Legislature, every four-year college or university president--except one--is new in the last three years.

The Legislature would appear as the only stabilizing force in the political realm, except it too has been partly immobilized due to the unique--in Washington's history--49/49 split in the House of Representatives after the November election.

The only stability in "state" politics is--if I may step off the "island"--Senator Warren G. Magnuson who quietly looks after state interests from the other Washington.

In the realm of the cultural, social and demographic of course the great force is the declining number of high school graduates, exacerbated by a declining proportion of graduates going on to college. The dip begins next year. There is an increasing proportion of women attending college at the undergraduate level and mature women returning for renewed careers. The average age of student populations is increasing as more colleges try to maintain enrollments by attracting older students. There is a continued questioning of the value of more formal education in light of the over-supply of the college educated, "Will I get a job?" Conservative and self-interest as values seem on the increase. None of these trends or attitudes are unique to Washington, but are mentioned to complete the scene.

In the more strictly educational realm there are two major forces. The first is the heightened competition among all the institutions (with the exception of the University of Washington) for students. This is the critical problem to settle in the next few months: how to equitably carve up the markets

among the public institutions and between the state-assisted and the independent colleges. This competition is driven, of course, by the forces of institutional self-actualization (indeed, survival) in a declining market.

The second education force is the court-dictated requirement that to insure educational equity across the common schools of the state, state government is to assume full funding for basic education. The total cost will be substantial and must come from a state government which--as indicated earlier--has little flexibility in the tax income side. The costs are to be assumed beginning in the 1980's.

How can I summarize? I am optimistic about what will develop here. The underlying good will and openness that has been a hallmark of intra-agency and intra-institutional actions will continue to aid the process of mutual accommodation necessary among institutional and agency heads. The strong legislative commitment to higher education I gave evidence of in my statement of October 19 will continue. This is an education-oriented state. The private sector, despite its small size, is strong financially (there were a few bad years) and has protective clout in the Legislature. The slow deterioration that has taken place in the public sector over the past half dozen years can probably be turned around within the next few years because, despite the restrictive tax structure, the state is likely to go through an unusual period of economic good health.

The demographic profile will mean institutions will not grow, but no growth does not mean no change; the new leadership that is certain to develop statewide will find ways to maintain viable and diverse sectors even during an era of retrenchment. Administrations will have to learn how to prune. I can already see faculty paying more attention to the quality of their craft. Tenure policies are being re-examined and strengthened. Non-residential learning opportunities and experiential learning are becoming more important and the necessary quality controls are being sought. There is a growing awareness that survival depends upon quality. Quality attracts.

Yes, I am Pollyannish. That isn't to say there are not some specific improvements that do not need attention soon. I will say more about them in my final report to you. For example, there is a deterioration of the quality of appointments to boards. The Governor does appear to meddle beyond precedent. [No more than the Governors of California and Massachusetts.] Some agency personnel need to be rotated to get new perspectives. There is a need to provide more formal training for individuals who become higher education data analysts. Some legislators might benefit by understanding better higher education's higher purposes. Presidents usually behave like the academics they once were and do not seem to understand the importance of compromise. Academics are often unconsciously arrogant with legislators. And so on. But these observations lend themselves to no profundities so I will stop here become I get academic and abstruse.

Warm regards,
Sincerely,

Robert G. Cope
Associate Professor
Higher Education

rgc/crt

-fini-

APPENDIX
A

A STATISTICAL PORTRAIT OF WASHINGTON

Acknowledgement of sources: Much of the data in this section and elsewhere in this report was prepared in the Office of Financial Management; Population, Education and Economic Studies Division. OFM/PEES on the tables identifies their fine work.

A STATISTICAL PORTRAIT

Main Points

A-1 The smallest increases in state expenditures in recent years have been for higher education.

A-2 Washington taxpayers on a per capita basis are high investors in higher education, yet the amount spent per student is less than the national average.

A-3 & A-4 Washington residents are among the most college-going nationally.

A-5 Washington is slightly above the national average in tax effort and about average in tax capacity. These figures although released for 1978 are for 1975.

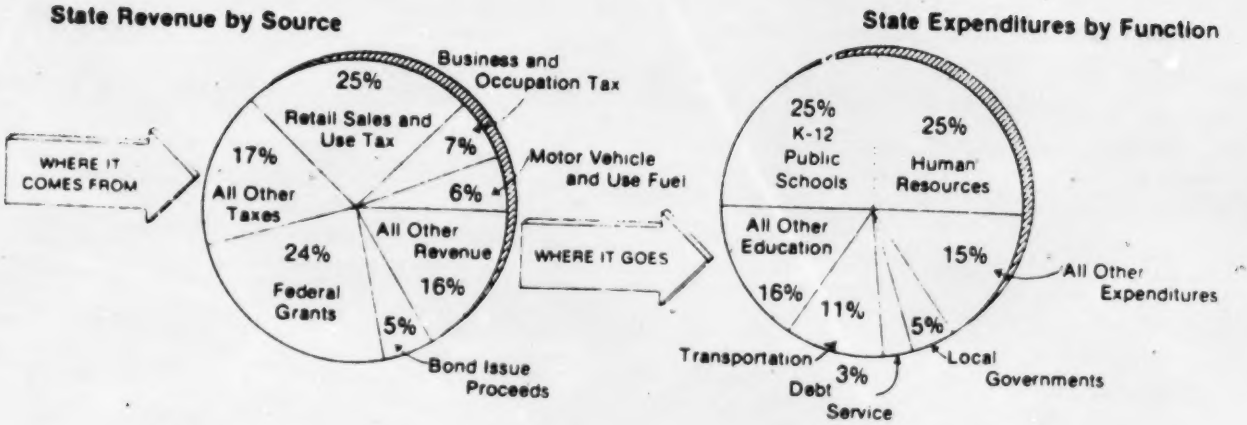
A-6 The number of graduates from high schools will decline substantially in the next few years at the same time the rate of entrance into four-year colleges and universities is declining.

A-7 The proportion of students enrolling in the three major sectors appears to be stabilizing.

A-8 Enrollments full-time and part-time approximate the national averages; a larger proportion of women attend in Washington; and the private sector in about half the fifty state average.

A-9 Washington ranks second to California in the proportion of faculty with tenure.

THE 1977-79 BUDGET DOLLAR



Government Area	1975-1977 Budget	1977-79 Budget (approx.)	% Increase
Legislature	$ 19.7 million	$ 37.4 million	89.8
Judicial	11.9 million	15.2 million	27.7
Executive	91.6 million	355.8 million	288.4
General Government	784.6 million	1,002.2 million	27.7
Human Resources	1,728.1 million	1,952.4 million	13.0
Natural Resources and Transportation	371.7 million	501.4 million	34.9
Public Schools	1,484.7 million	1,867.7 million	25.8
Community Colleges	268.6 million	296.3 million	10.3
Four-year Colleges and Universities	809.7 million	881.1 million	8.8
	$ 5,570.6 million	$ 6,909.5 million	24.0

* (Includes state employee salary and benefit increases. Executive budget without salary increases for 1977-1979 is $186.8 million or 103.9% above current level.)

Source: Bill Polk Reports, legislator's newsletter, May 1978, p. 4.

Rank Order Distributions of Participation Rates in Institutions of Higher Education, by State

A. Crude Participation Rates Based on Total Enrollment[1]

	United States	.0517
1.	California	.0837
2.	Arizona	.0778
3.	Utah	.0689
4.	Rhode Island	.0652
5.	Massachusetts	.0632
6.	WASHINGTON	.0626
7.	Vermont	.0611
8.	Oregon	.0595
9.	Colorado	.0577
10.	Delaware	.0541
11.	Illinois	.0539
12.	Hawaii	.0537
13.	Michigan	.0531
13.	Nevada	.0531
15.	Kansas	.0529
16.	New York	.0528
17.	Oklahoma	.0523
18.	Wisconsin	.0514
19.	Maryland	.0507
20.	Nebraska	.0502
21.	Texas	.0500
22.	Wyoming	.0482
23.	Idaho	.0476
24.	North Dakota	.0475
25.	Connecticut	.0474
25.	New Mexico	.0474
27.	New Hampshire	.0473
28.	Minnesota	.0470
29.	Virginia	.0468
30.	Missouri	.0467
31.	Alaska	.0454
32.	North Carolina	.0452
33.	West Virginia	.0444
34.	South Dakota	.0440
36.	Tennessee	.0432
36.	Alabama	.0432
36.	South Carolina	.0432
38.	Mississippi	.0428
39.	Iowa	.0427
40.	Ohio	.0417
41.	Indiana	.0416
42.	Florida	.0412
43.	Montana	.0407
44.	Louisiana	.0401
45.	Pennsylvania	.0399
46.	New Jersey	.0396
47.	Kentucky	.0373
48.	Maine	.0368
49.	Georgia	.0342
50.	Arkansas	.0323

B. Crude Participation Rates Based on Public Enrollment[1]

	United States	.0407
1.	California	.0757
1.	Arizona	.0757
3.	WASHINGTON	.0563
4.	Oregon	.0528
4.	Nevada	.0528
6.	Colorado	.0525
7.	Hawaii	.0497
8.	Wyoming	.0482
9.	Kansas	.0470
10.	Michigan	.0469
11.	Delaware	.0459
12.	Oklahoma	.0451
13.	Wisconsin	.0449
14.	Alaska	.0446
15.	Utah	.0444
15.	North Dakota	.0444
17.	Maryland	.0438
18.	New Mexico	.0437
19.	Texas	.0436
20.	Illinois	.0415
21.	Nebraska	.0413
22.	Virginia	.0408
23.	West Virginia	.0384
24.	Idaho	.0383
25.	Mississippi	.0381
26.	Alabama	.0380
27.	Minnesota	.0372
28.	Montana	.0367
29.	Vermont	.0362
30.	North Carolina	.0356
31.	Louisiana	.0347
32.	South Carolina	.0341
33.	Florida	.0340
34.	Rhode Island	.0339
35.	Tennessee	.0333
36.	Missouri	.0327
37.	Ohio	.0324
38.	South Dakota	.0316
39.	Indiana	.0314
40.	New York	.0308
40.	Kentucky	.0308
42.	New Jersey	.0301
43.	Connecticut	.0294
43.	Iowa	.0294
45.	Georgia	.0279
46.	Arkansas	.0278
47.	Massachusetts	.0272
47.	Maine	.0272
49.	New Hampshire	.0270
50.	Pennsylvania	.0243

C. Refined Participation Rates for 18-24 year-olds in Public Institutions[2]

1.	Arizona	5[illegible]
1	California	5[illegible]
3	Oregon	4[illegible]
4.	WASHINGTON	4[illegible]
4	Wyoming	4[illegible]
6	Nevada	4[illegible]
7.	Colorado	3[illegible]
8	Delaware	3[illegible]
8	Michigan	3[illegible]
11	Hawaii	3[illegible]
11.	Oklahoma	3[illegible]
11	Wisconsin	3[illegible]
13.	Kansas	3[illegible]
13	New York	3[illegible]
15	Maryland	3[illegible]
17.	Utah	3[illegible]
17.	North Dakota	3[illegible]
17.	New Mexico	3[illegible]
20.	Illinois	2[illegible]
20.	Texas	29
20.	Idaho	29
20.	West Virginia	29
24.	Virginia	28
24.	Alabama	28
24.	Florida	28
24.	Montana	28
28.	Vermont	27
28.	Nebraska	27
28.	Connecticut	27
30.	Minnesota	26
32.	Missouri	25
32.	Mississippi	25
32.	New Jersey	25
35.	Rhode Island	24
35.	Alaska	24
35.	North Carolina	24
35.	Louisiana	24
40.	South Dakota	23
40.	Tennessee	23
40.	South Carolina	23
40.	Ohio	23
40.	Maine	23
43.	Indiana	22
43.	Kentucky	22
45.	Iowa	21
47.	Massachusetts	20
47.	New Hampshire	20
47.	Georgia	20
47.	Arkansas	20
50.	Pennsylvania	19

[1] Participation rates were calculated from population estimates and enrollment totals for 1976 as reported in Table 1.1.

[2] The 18-24 age-specific participation rates are for 1974-75 and are reproduced from State Postsecondary Education Profiles Handbook, Education Commission of the States, Report No. 88, March, 1977.

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Rank Order Distributions of Population and Headcount Enrollment in Institutions of Higher Education by State, 1976

	A Provisional Estimates of Total Resident Population, July 1, 1976[1]	
	United States	214,659
1	California	21,520
2	New York	18,084
3	Texas	12,487
4	Pennsylvania	11,862
5	Illinois	11,229
6	Ohio	10,690
7	Michigan	9,104
8	Florida	8,421
9	New Jersey	7,336
10	Massachusetts	5,809
11	North Carolina	5,469
12	Indiana	5,302
13	Virginia	5,032
14	Georgia	4,970
15	Missouri	4,778
16	Wisconsin	4,609
17	Tennessee	4,214
18	Maryland	4,144
19	Minnesota	3,965
20	Louisiana	3,841
21	Alabama	3,665
▶ 22	WASHINGTON	3,612
23	Kentucky	3,428
24	Connecticut	3,117
25	Iowa	2,870
26	South Carolina	2,848
27	Oklahoma	2,766
28	Colorado	2,583
29	Mississippi	2,354
30	Oregon	2,329
31	Kansas	2,310
32	Arizona	2,270
33	Arkansas	2,109
34	West Virginia	1,821
35	Nebraska	1,553
36	Utah	1,228
37	New Mexico	1,168
38	Maine	1,070
39	Rhode Island	927
40	Hawaii	887
41	Idaho	831
42	New Hampshire	822
43	Montana	753
*	District of Columbia	702
44	South Dakota	686
45	North Dakota	643
46	Nevada	610
47	Delaware	582
48	Vermont	476
49	Wyoming	390
50	Alaska	382
	U. S. Service Schools	

	B Total Enrollment in Higher Education, All Institutions, Fall 1976[2]	
	United States	11,105,923
1.	California	1,800,926
2.	New York	954,815
3.	Texas	623,701
4.	Illinois	605,156
5.	Michigan	483,710
6.	Pennsylvania	473,170
7.	Ohio	445,464
8.	Massachusetts	367,045
9.	Florida	346,903
10.	New Jersey	290,902
11.	North Carolina	247,163
12.	Wisconsin	236,960
13.	Virginia	235,300
▶ 14.	WASHINGTON	226,297
15.	Missouri	223,089
16.	Indiana	220,393
17.	Maryland	210,079
18.	Minnesota	186,221
19.	Tennessee	181,931
20.	Arizona	176,687
21.	Georgia	169,838
22.	Alabama	158,390
23.	Louisiana	153,986
24.	Colorado	149,045
25.	Connecticut	147,629
26.	Oklahoma	144,535
27.	Oregon	138,625
28.	Kentucky	127,857
29.	South Carolina	122,921
30.	Iowa	122,494
31.	Kansas	122,238
32.	Mississippi	100,634
33.	Utah	84,563
*	District of Columbia	80,839
34.	West Virginia	80,775
35.	Nebraska	77,881
36.	Arkansas	68,128
37.	Rhode Island	60,435
38.	New Mexico	55,328
39.	Hawaii	47,644
40.	Idaho	39,563
41.	Maine	39,393
42.	New Hampshire	38,859
43.	Nevada	32,391
44.	Delaware	31,491
45.	Montana	30,674
46.	North Dakota	30,556
47.	South Dakota	30,208
48.	Vermont	29,075
49.	Wyoming	18,785
50.	Alaska	17,338
	U. S. Service Schools	17,893

	C Total Enrollment in Higher Education Public Institutions, Fall 1976	
	United States	9,741,544
1	California	1,625,80[illegible]
2	New York	557,229
3	Texas	542,[illegible]53
4	Illinois	465,6[illegible]2
5	Michigan	42[illegible],139
6	Ohio	3[illegible],771
7	Pennsylvania	288,217
8	Florida	296,423
9	New Jersey	223,[illegible]21
10	Wisconsin	209,[illegible]96
11	Virginia	205,[illegible]42
▶ 12	WASHINGTON	203,3[illegible]
13	North Carolina	194,[illegible]84
14	Maryland	1[illegible],392
15	Arizona	1[illegible],816
16	Indiana	166,249
17	Massachusetts	158,142
18	Missouri	156,393
19	Minnesota	147,597
20	Tennessee	140,175
21	Alabama	139,092
22	Georgia	138,638
23	Colorado	135,583
24	Louisiana	133,341
25	Oklahoma	124,797
26	Oregon	122,88[illegible]
27	Kansas	108,645
28	Kentucky	105,548
29	South Carolina	97,065
30	Connecticut	91,524
31	Mississippi	89,585
32	Iowa	84,[illegible]59
33	West Virginia	69,521
34	Nebraska	64,148
35	Arkansas	58,632
36	Utah	54,490
37	New Mexico	51,030
38	Hawaii	44,063
39	Nevada	32,206
40	Idaho	31,852
41	Rhode Island	31,404
42	Maine	29,158
43	North Dakota	28,514
44	Montana	27,619
45	Delaware	26,733
46	New Hampshire	22,209
47	South Dakota	21,643
48	Wyoming	18,785
49	Vermont	17,239
50	Alaska	17,051
	District of Columbia	13,927
	U. S. Service Schools	17,893

[1] U.S. Department of Commerce, "Population Estimates and Projections," Series P-25, No. 642, 1976 (Numbers in thousands).

[2] U.S. Department of Health, Education and Welfare, "Fall Enrollment in Higher Education, by Control of Institution, Sex, and Attendance Status of Students, All Institutions, Fall, 1976," January, 1977 preliminary data

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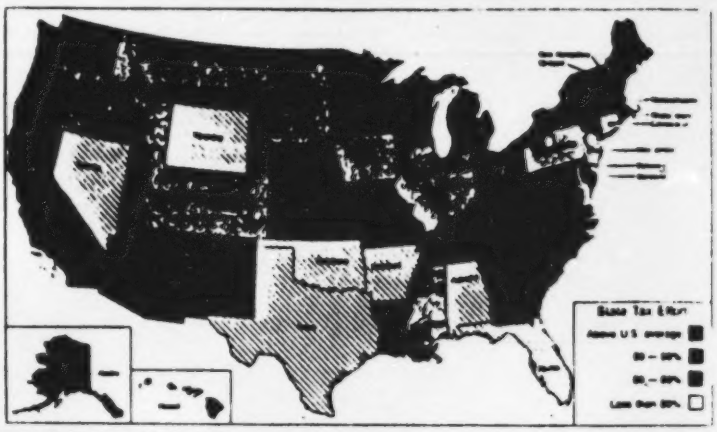
FACT-FILE

A-5

A Measure of Effort and Capacity in Collecting State, Local Taxes



SOURCE: NATIONAL INSTITUTE OF EDUCATION

Relative tax efforts of the states, shown on the map above and in the table below, are based on state and local tax rates as a percentage of the U. S. average. The table also shows tax capacity, an index of taxable wealth, and state appropriations for higher education.

	Tax capacity (1978)			Tax effort (1978)			Appropriations for higher education (1978-79)	
	Per capita	Rank	% of U. S. average	Per capita	Rank	% of U. S. average	Per capita	Rank
Alabama	$801	47	79%	$894	30	79%	$101	7
Alaska	917	3	143%	769	5	84%	176	1
Arizona	888	34	85%	852	17	108%	86	12
Arkansas	804	46	79%	869	49	79%	85	40
California	709	8	110%	848	3	130%	107	4
Colorado	871	12	104%	816	22	89%	91	19
Connecticut	727	8	113%	869	10	88%	67	38
Delaware	783	4	122%	873	15	88%	84	32
Florida	826	27	99%	488	39	79%	83	42
Georgia	887	36	89%	495	46	97%	99	37
Hawaii	889	10	109%	837	3	130%	127	2
Idaho	857	40	87%	818	36	89%	88	9
Illinois	735	5	114%	714	8	97%	73	36
Indiana	829	26	88%	877	27	88%	72	32
Iowa	885	14	103%	833	30	86%	96	13
Kansas	876	11	106%	886	25	87%	86	11
Kentucky	875	38	85%	467	44	81%	79	29
Louisiana	885	13	103%	848	30	89%	71	33
Maine	478	49	74%	884	28	119%	46	49
Maryland	884	18	102%	881	12	104%	71	35
Massachusetts	805	30	94%	794	4	131%	47	48
Michigan	849	20	101%	879	13	106%	80	25
Minnesota	832	23	98%	726	6	116%	99	6
Mississippi	448	50	70%	437	46	97%	82	18
Missouri	800	31	94%	812	38	88%	89	43
Montana	850	24	98%	803	23	98%	72	31
Nebraska	880	16	103%	867	38	89%	80	20
Nevada	870	1	151%	676	14	70%	79	28
New Hampshire	827	28	97%	800	38	85%	32	50
New Jersey	716	9	111%	710	9	89%	51	47
New Mexico	800	32	93%	831	31	88%	98	10
New York	864	19	103%	981	1	152%	79	27
North Carolina	838	14	94%	474	43	88%	84	14
North Dakota	835	22	99%	886	24	84%	94	15
Ohio	867	17	102%	836	32	89%	57	46
Oklahoma	888	10	103%	485	45	71%	70	36
Oregon	830	25	98%	821	21	89%	88	21
Pennsylvania	808	29	94%	883	36	89%	98	44
Rhode Island	863	41	98%	837	19	119%	71	34
South Carolina	484	48	77%	430	47	97%	82	17
South Dakota	882	38	91%	824	34	90%	88	39
Tennessee	850	46	83%	488	48	91%	65	41
Texas	725	7	113%	482	41	88%	91	24
Utah	880	42	96%	801	37	91%	104	5
Vermont	842	43	94%	887	18	121%	88	48
Virginia	888	33	98%	895	80	86%	83	33
▶ Washington	840	21	100%	848	16	101%	104	8 ◀
West Virginia	877	87	90%	481	42	86%	80	38
Wisconsin	888	86	98%	716	7	130%	93	16
Wyoming	842	2	147%	887	11	73%	116	3
Total U. S.	$843		100%	$843		100%	$ 79	

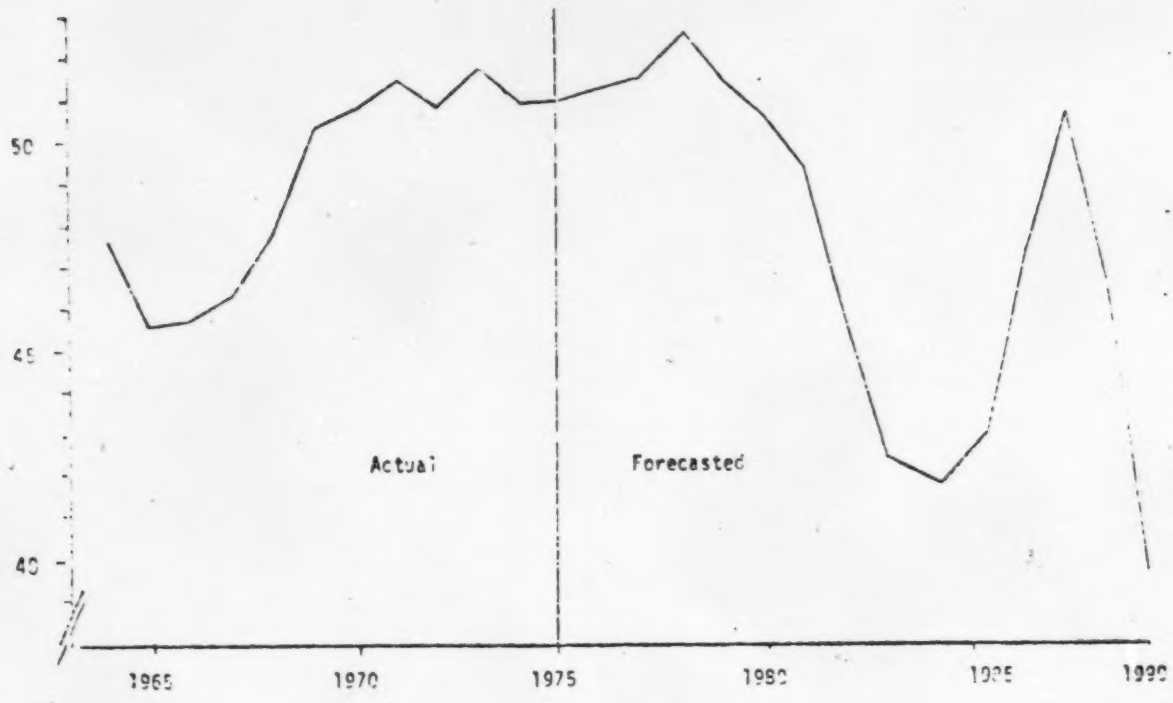
SOURCES: NATIONAL INSTITUTE OF EDUCATION, U.S. CENSUS BUREAU, DEPARTMENT OF COMMERCE

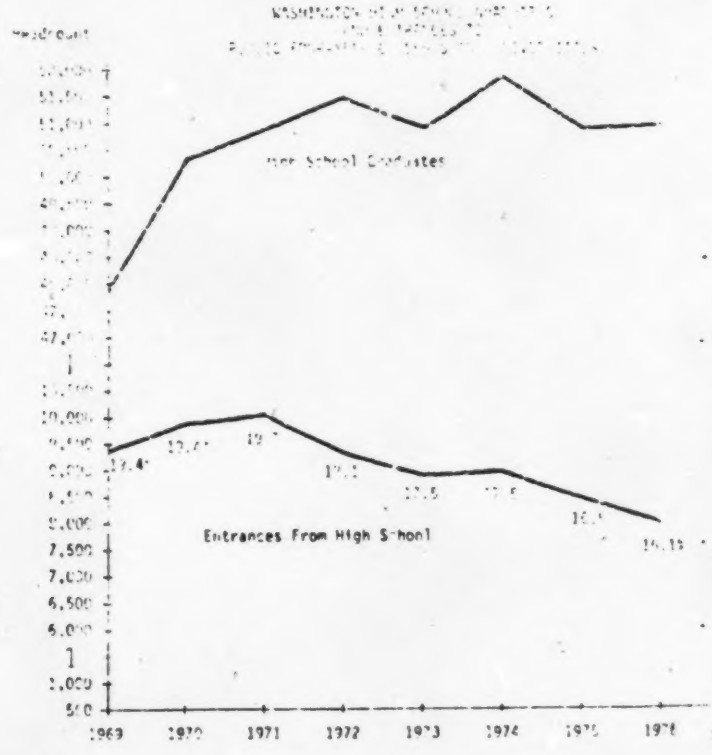
Chronicle of Higher Education 8/16/78

PUBLIC HIGH SCHOOL GRADUATES
BY ACADEMIC YEAR
1965-66 TO 1989-90
STATE OF WASHINGTON

A-6

(numbers in thousands)

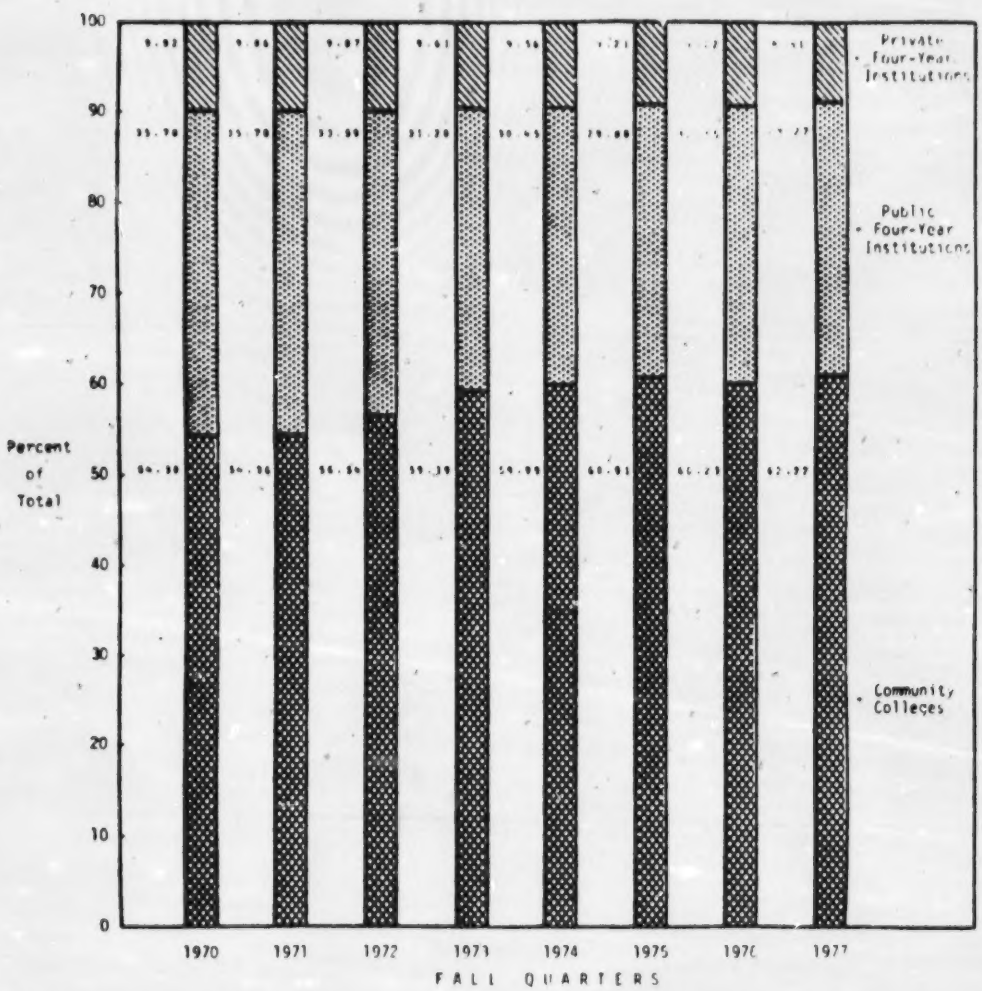




Higher Education Enrollments, Fall 1976, CPE

FALL HEADCOUNT ENROLLMENT IN COMMUNITY COLLEGES[1], PUBLIC FOUR-YEAR, AND PRIVATE FOUR-YEAR INSTITUTIONS
AS A PERCENT OF STATEWIDE ENROLLMENT, 1970-1977

	FALL HEADCOUNT ENROLLMENT			
	COMMUNITY[1] COLLEGES	FOUR-YEAR PUBLIC	FOUR-YEAR PRIVATE	TOTAL
1970	108,679	71,628	19,8[illegible]	200,160
1971	110,979	73,051	20,132	204,162
1972	122,859	72,988	21,464	217,207
1973	137,663	72,563	22,140	232,566
1974	146,784	74,519	23,385	244,688
1975	159,386	78,185	24,[illegible]	261,654
1976	154,564	78,490	[illegible]	256,631
1977	170,957	80,425	[illegible]	274,760



[1] 8th Day counting methodology: 1970-75, Rolling 10th Day counting methodology 1976-77. Enrollments include academic, occupational, and community service students.

[2] 1977 enrollment for Private Four-Year Institutions is estimated.

SOURCE: Higher Education Enrollment Forecasts for 1977-79 Biennium Budget; Community College Factbook.

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Total Enrollment in Institutions of Higher Education by Attendance Status, Sex of Student, Control of Institution, and State: Fall 1976

	Total Enrollment	Attendance Status		Sex of Student		Control of Institution	
		Full-Time	Part-Time	Men	Women	Public	Private
United States	11,105,923	60.99	39.01	53.09	46.91	78.71	21.29
California	1,800,926	43.58	56.42	53.35	46.65	93.52	6.48
New York	954,815	64.31	35.69	51.74	48.26	58.38	41.62
Texas	623,201	63.55	36.45	55.07	44.93	86.50	13.50
Pennsylvania	473,170	68.07	31.93	53.47	46.53	69.91	30.09
Illinois	605,156	53.50	46.50	51.23	48.77	76.34	23.66
Ohio	445,464	66.86	33.14	53.83	46.17	77.62	22.38
Michigan	483,710	57.92	42.08	52.53	47.47	87.63	12.37
Florida	346,903	57.10	42.90	53.35	46.65	82.57	17.43
New Jersey	290,902	55.47	44.53	50.78	49.22	75.64	24.36
Massachusetts	367,045	67.94	32.06	52.93	47.07	43.09	56.91
North Carolina	247,163	73.28	26.72	53.65	46.35	78.95	21.05
Indiana	220,393	68.96	31.04	54.59	45.41	75.42	24.58
Virginia	235,300	61.87	38.13	49.83	50.17	87.17	12.83
Georgia	169,838	69.74	30.26	52.99	47.01	81.63	18.37
Missouri	223,089	65.39	34.61	54.37	45.63	70.17	29.83
Wisconsin	236,960	67.75	32.25	54.18	45.82	87.28	12.72
Tennessee	181,931	68.69	31.31	53.39	46.61	77.65	22.35
Maryland	210,079	52.24	47.76	48.78	51.22	86.34	13.66
Minnesota	186,221	69.45	30.55	52.12	47.88	79.26	20.74
Louisiana	153,986	72.92	27.08	52.06	47.94	86.55	13.45
Alabama	158,390	70.10	29.90	53.79	46.21	87.32	12.68
▶ WASHINGTON	226,297	61.63	38.37	51.13	48.87	89.88	10.12
Kentucky	127,857	70.60	29.40	51.90	48.10	82.55	17.45
Connecticut	147,629	57.78	42.22	51.55	48.45	62.00	38.00
Iowa	122,494	80.30	19.70	55.08	44.92	68.90	31.10
South Carolina	122,921	74.40	25.60	54.97	45.03	78.40	21.60
Oklahoma	144,535	69.33	30.67	55.53	44.47	86.34	13.66
Colorado	149,045	69.10	30.90	54.99	45.01	90.57	9.43
Mississippi	100,634	74.79	25.21	50.55	49.45	89.02	10.98
Oregon	138,625	60.06	39.94	53.23	46.77	88.62	11.38
Kansas	122,238	65.13	34.87	52.46	47.54	88.88	11.12
Arizona	176,687	49.74	50.26	52.66	47.34	97.24	2.76
Arkansas	68,128	72.45	27.55	51.63	48.37	86.01	13.99
West Virginia	80,775	61.58	38.42	52.22	47.78	86.57	13.43
Nebraska	77,881	68.72	31.28	55.92	44.08	82.37	17.63
Utah	84,563	74.80	25.20	58.03	41.97	64.44	35.56
New Mexico	55,328	64.33	35.67	53.11	46.89	92.23	7.77
Maine	39,393	72.57	27.43	55.06	44.94	74.02	25.98
Rhode Island	60,435	65.85	34.15	55.83	44.17	51.96	48.04
Hawaii	47,644	66.29	33.71	55.09	44.91	92.48	7.52
Idaho	39,563	72.52	27.48	53.09	46.91	80.51	19.49
New Hampshire	38,859	79.20	20.80	56.82	43.18	57.15	42.85
Montana	30,674	77.98	22.02	53.90	46.10	90.04	9.96
District of Columbia	80,839	58.25	41.75	54.55	45.45	17.23	82.77
South Dakota	30,208	81.37	18.63	56.37	43.63	71.65	28.35
North Dakota	30,556	83.24	16.76	54.65	45.35	93.32	6.68
Nevada	32,391	39.23	60.77	60.54	39.46	99.43	.57
Delaware	31,491	63.63	36.37	51.28	48.72	84.89	15.11
Vermont	29,075	78.61	21.39	48.44	51.56	59.29	40.71
Wyoming	18,785	62.41	37.59	52.98	47.02	100.00	0
Alaska	17,338	21.36	78.64	46.71	53.29	98.34	1.66
U. S. Service Schools	17,893	100.00	0	97.54	2.46	100.00	0

Note: States are rank ordered on the basis of population size.

Total enrollment includes students whose programs of study are creditable toward a bachelor's or higher degree and also undergraduate students in one-, two-, or three-year occupational programs which are not chiefly creditable toward a bachelor's degree

Source: Adapted from a preliminary report released by the U. S. Department of Health, Education, and Welfare, National Center for Education Statistics, "Fall Enrollment in Higher Education by control of Institution and Sex and Attendance Status of Students, all Institutions, Fall 1976", January 1977

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Rank Order Distribution of Percent of Full-time Instructional Faculty with Tenure by Institutional Control and State, 1976-77

A Public Institutions		B Private Institutions		C All Institutions	
	United States 65.8		United States 52.1		United States
1.	California 74.3	1.	New Jersey 62.3	1.	California
2.	Connecticut 74.2	2.	Pennsylvania 59.3	▶	WASHINGTON ———
▶ 3.	WASHINGTON ——— 74.2	3.	Ohio 58.1	3.	Michigan
4.	Michigan 71.4	4.	Connecticut 56.9	4.	Connecticut
5.	Pennsylvania 70.4	5.	New York 54.4	5.	Pennsylvania
6.	New Hampshire 69.8	6.	Wisconsin 53.2	6.	New Jersey
7.	Massachusetts 68.8	7.	Illinois 53.1	7.	Hawaii
8.	New York 68.1	7.	Nebraska 53.1	8.	Illinois
9.	South Dakota 67.7	9.	Tennessee 54.6	9.	Oregon
10.	Illinois 67.3	10.	Arizona 54.3	9.	Wisconsin
11.	Oregon 65.3	11.	Missouri 53.6	11.	Utah
12.	New Jersey 64.9	12.	Indiana 52.9	12.	New York
12.	Hawaii 64.9	▶ 13.	WASHINGTON ——— 52.5	13.	South Dakota
14.	Florida 64.6	14.	Iowa 52.0	14.	Florida
15.	Wisconsin 64.2	15.	Colorado 51.7	15.	Louisiana
16.	Rhode Island 62.5	16.	Oregon 51.3	16.	Massachusetts
17.	Utah 62.2	17.	Massachusetts 51.2	17.	New Hampshire
18.	Louisiana 61.5	18.	California 50.7	18.	Montana
19.	Maine 60.8	19.	Minnesota 50.3	18.	Colorado
20.	North Dakota 59.1	20.	Louisiana 49.9	20.	North Dakota
21.	Vermont 58.1	20.	Alabama 49.9	21.	Arkansas
22.	Arkansas 57.4	22.	Virginia 49.8	22.	Indiana
23.	Montana 57.0	23.	North Carolina 49.4	23.	Alabama
24.	Colorado 56.5	24.	Montana 48.3	24.	Maine
25.	Minnesota 56.8	25.	West Virginia 48.2	25.	Minnesota
26.	Indiana 56.7	25.	Maryland 48.2	26.	West Virginia
27.	Alabama 56.1	27.	Utah 48.1	26.	New Mexico
28.	West Virginia 55.5	28.	Kentucky 48.0	28.	Nebraska
29.	New Mexico 55.2	29.	Texas 47.8	29	Maryland
30.	Maryland 55.0	30.	South Carolina 46.6	30.	Tennessee
31.	Kentucky 54.1	31.	Michigan 46.1	31	Kentucky
32.	Nebraska 53.4	32.	Hawaii 45.7	32.	Rhode Island
33.	Tennessee 53.3	33.	Arkansas 44.9	33.	Wyoming
34.	Wyoming 52.2	34.	Florida 44.5	34.	Missouri
35.	Kansas 51.9	34.	Georgia 44.5	35.	Ohio
35.	Missouri 51.9	36.	Maine 43.4	36.	Texas
37.	Texas 50.9	37.	Oklahoma 43.0	36.	Virginia
38.	Virginia 50.4	38.	New Mexico 42.9	38.	Kansas
39.	Idaho 50.0	39.	South Dakota 42.3	39.	Nevada
40.	Nevada 49.9	39.	Mississippi 42.3	39.	Iowa
41.	Ohio 49.5	41.	New Hampshire 41.9	41.	North Carolina
42.	North Carolina 48.9	42.	Kansas 39.2	42.	Arizona
43.	Arizona 48.8	43.	Vermont 32.1	43.	Vermont
44.	Iowa 48.5	44.	Rhode Island 25.5	44.	Oklahoma
45.	Delaware 48.1	45.	Alaska 24.5	45.	Delaware
46.	Oklahoma 47.9	46.	Delaware 23.6	46.	Georgia
47.	Georgia 43.4	47.	North Dakota 12.9	47.	Idaho
48.	South Carolina 33.5	48.	Idaho 4.4	48.	South Carolina
49.	Mississippi 28.1	49.	Wyoming 0.0	49.	Mississippi
50.	Alaska 11.3	50.	Nevada 0.0	50.	Alaska
	District of Columbia 10.5		District of Columbia 50.4		District of Columbia
	U. S. Service Schools 71.9		U. S. Service Schools 0.0		U. S. Service Schools

SOURCE: Preliminary data released by the Department of Health Education and Welfare, National Center for Education Statistics, April 1977.
Data for the state of Alaska was not available for 1976-77. Therefore, we have included 1975-76 data for Alaska which is reported in Salaries, Tenure and Fringe Benefits of Full-Time Instructional Faculty in Institutions of Higher Education, 1975-76, published by the U. S. Department of Health, Education, and Welfare, National Center for Education Statistics.

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1/78

APPENDIX B

EXAMPLES OF STATE INVOLVEMENT

28B.10.030 Display of United States flag. Every board of trustees or board of regents shall cause a United States flag being in good condition to be displayed on the campus of their respective state institution of higher education during the hours of nine o'clock a.m. and four o'clock p.m. on school days, except during inclement weather. [1969 ex.s. c 223 § 28B.10.030. Prior: 1939 c 17 § 1; RRS § 4531-1. Formerly RCW 28.76.030.]

B-1 Agenda illustrates the range of the Council for Postsecondary Education's involvement with institutional matters.

B-2 Memorandum to the College of Education faculty illustrates the direct influence the Legislative Budget Committee can have on an institution. The Legislative Budget Committee is the auditing arm of the Legislature.

B-3 A letter illustrates the informal influence that can be exercised by a legislator.

B-4 A memorandum illustrates the importance of data gathering to support funding requests from government.

COUNCIL FOR POSTSECONDARY EDUCATION

PRELIMINARY AGENDA
Standing Committee Meetings
Central Washington University
Grupe Conference Center

Wednesday, September 20, 1978

Committee A - Administration and Finance 9:30 a.m.

Financial Aid Training Program (Information)

Financial Aid Program Reviews (Information)

Guaranteed Student Loan Program Progress Report (Information)

Financial Support of Higher Education in Washington: A National Comparison (Information)

Unit Expenditures Study (Information)

Instruction Formula Progress Report (Information)

Tuition and Fees Comparison Survey (Information)

Tuition and Fees Policy (Discussion)

Library Formula Report (Action)

Budget Review Guidelines (Action)

Committee B - Program Planning (Meeting will begin immediately following completion of Committee A agenda.)

Education Information Center Planning Proposal (Information)

TESC Proposal for Master of Arts in Public Administration (Information)

Bachelor of Science in Nursing-WWU (Information)

Master of Music-WWU (Information)

Master of Business Administration-WWU (Action)

Research Study Report (Discussion)

Comprehensive Plan Review (Discussion)

Institutional Certification Issue (Discussion)

VA Program Policy/Procedures (Action)

Off-Campus Instruction Report (Discussion)

Impact of the Bakke Decision (Discussion)

COLLEGE OF EDUCATION

Policy and Procedure for Monitoring Class Size

The Legislature Budget Committee requested academic units to develop size standards for each level and type of instruction and to develop the monitoring process requisite to such standards. As a result a Policy and Monitoring Procedure has been devised.

Class Size Policy

The following class sizes will generally apply to lectures and seminars in the College of Education:

300 - 400, minimum of 10 students
500, minimum of 5 students

Courses offered below the above minimums will be reviewed by the Area Chairman and approved by the Dean where justified.

All other classes, including Independent Study, Practicum, Clinic and Quiz or Laboratory sections, will not be subject to the above criteria but will be routinely reviewed to assure efficient and effective management.

Monitoring Procedure

The above policy will be monitored in the following manner:

-- Class enrollment will be checked on the first day of each quarter in the Dean's Office.

-- A list of all courses which fall below the minimum will be sent to each area.

-- The Area Chairman will review the list with the faculty involved and will determine whether or not the course or courses will be dropped.

-- The Area Chairman will advise the Dean in writing within the first five days of the quarter of any course on the list that is not dropped and will provide justification for offering the course.

-- The Area Chairman will also advise the Dean in writing within the first five days of the quarter of any course that is to be dropped and the alternate faculty assignment.

-- The Dean will decide whether or not the justification is sufficient. If he believes the reasons provided do not justify the action, he will contact the Area Chairman for further discussion and will then decide the matter.

House of Representatives
STATE OF WASHINGTON

OLYMPIA, WASHINGTON 98504
HOUSE OFFICE BUILDING • ROOM 339
TELEPHONE 753-7826
Toll-free Hotline 1-800-562-6000

Phyllis K. Erickson
P. O. Box 44487
TACOMA, WASHINGTON 98444
RES. Tel.: 845-9118

B-3

May 11, 1978

Dr. H. George Frederickson
President
Eastern Washington University
Cheney, WA 99004

Dear Dr. Frederickson:

As you are aware, the House Higher Education Committee held a public hearing on the subject of coordination of off-campus instruction at Fort Steilacoom Community College on April 12, 1978.

At the hearing, the Committee was informed of the plans of Fort Steilacoom Community College and Central Washington University to initiate an upper-division liberal arts degree program on Fort Steilacoom Community College's campus. The Committee was informed of the rapid growth in off-campus offerings and some of the apparent duplications which can occur under our current methods of administering off-campus programs. The attitude of the Committee members present at the meeting was one of caution arising out of concerns both for quality offerings and budgetary considerations.

For this reason, I would like to urge you to limit expansion of off-campus offerings, especially the establishment of "piggyback" degree programs at community colleges, until such time as the issues can be reviewed by the legislature.

Thank you. I would appreciate hearing your views on this subject.

Sincerely,

PHYLLIS K. ERICKSON
Chairwoman
Higher Education Committee

PKE:sg

University of Washington Correspondence

INTERDEPARTMENTAL OFFICE OF THE PROVOST

December 4, 1978

Members of the Faculty

Dear Colleagues:

You will soon be receiving the Autumn Quarter 1978 Faculty Activity Analysis form from your college or departmental coordinator. I would like to take this opportunity to stress the importance of this report and to ask that you fill it out accurately and return it in a timely manner.

Data produced through the FAA reports is increasingly becoming part of our negotiations with the Governor's office and the Legislature for levels of funding and formula support. Average class contact hours obtained from the FAA forms are reported to the Legislature annually. FAA data are also the basis for the cost-study submitted to the Council for Postsecondary Education every two years. These data are also an important factor in the grant and contract indirect cost recovery studies produced by the University. These indirect cost recovery funds provide a portion of the funding for departmental budgets and a crucial source of flexibility. FAA reports also serve to document cost-sharing contracts and direct salary charges against federal grants and contracts.

I realize that many of you find this reporting method burdensome and wish there were some alternate means of collecting the required information. However, given present pressures from state and federal governments, there seems to be little hope that we can eliminate the FAA form. State and federal audits of faculty activities and reporting procedures have been completed and found the system to be adequate, although the state audit recommended increased attention to accuracy of reporting. Although elimination of the FAA form may not be possible, simplification of the form and streamlining of procedures are being investigated. Please be assured that I am continuing to review this situation and will make all efforts to reduce the burden of this reporting system on the faculty.

Sincerely yours,

George M. Beckmann

George M. Beckmann
Provost

APPENDIX C

THE SLOAN COMMISSION

PURPOSE

QUESTIONS FOR THE WASHINGTON STUDY

The Sloan Commission on Government and Higher Education

Carl Kaysen
Vice Chairman and
Director of Research

140 Broadway
Cambridge, Mass. 02142
(617) 661-6979

The Alfred P. Sloan Foundation, through its regular contact with colleges and universities around the country, has become acutely aware of growing tensions between two major segments of our society: government and higher education. This developing conflict reflects a distinct change from attitudes during the two decades immediately following World War II, when there existed a harmonious relationship between the two. This mutually satisfying relationship has been replaced, in recent years, by an atmosphere of friction and confrontation which is not in the public interest. Hence the Alfred P. Sloan Foundation has begun a two year effort to determine the source of this friction and to recommend a means of resolving the conflicts between government and higher education.

To accomplish this task the Foundation has formed a Commission whose members are experienced in business, labor, government, colleges and universities. The Commission, which began meeting in January, 1978, has a mandate to make a thorough analysis of the changing relationships between government and higher education, to attempt to pinpoint the areas of major conflict, and to work out practical ways to resolve these differences. It expects to publish its findings at the end of a two year period of research and deliberation.

Louis W. Cabot, chairman of the Cabot Corporation, member of the MIT Corporation, and former Harvard Overseer, is Chairman of the Commission. The Vice Chairman of the Commission and Director of Research is Carl Kaysen, on leave as David W. Skinner Professor of Political Economy at MIT.

Dr. Kaysen was Director of the Institute for Advanced Study for a decade after serving in the White House under President Kennedy.

The Research Staff, under the direction of Carl Kaysen, is located in Cambridge, Massachusetts, and has been at work since September 1977 preparing background material for the Commission's consideration. Prior to the first convening of the Commission the Foundation made a preliminary assessment of the problems between government and higher education. This was done by requesting twenty-two colleges and universities, representing a diversity of public and private institutions across the country, to conduct studies of the way in which they have been affected by government regulation. These studies were completed at the end of the summer of 1977 and have proved useful for the Commission in identifying the issues involved in this situation.

In the words of Mr. Cabot, "The objectives which most of the relevant governmental regulations seek to achieve are not at issue. They are endorsed no less broadly within higher education than within American society at large. But colleges and universities fear that the regulatory process itself will have, as an unintended but inevitable by-product, the erosion of institutional autonomy and the constriction of academic freedom with the result that they will not be able to perform their primary functions as they should.

"For their part legislators and officials at both the federal and state level find it difficult to comprehend the lack of understanding by academic administrators and faculties of the necessity for accountability by those who receive public money to those whose constitutional responsibility it is to authorize and oversee its expenditure.

"The Commission will address these differences, and take as its primary task finding constructive ways to reconcile them so that the alliance between the American higher educational enterprise and Government can regain what has been lost and proceed into a new period with renewed strength."

Among the specific questions which the Commission will examine are the following:

-- How big a student population can higher education expect in the coming decades and which are the options for meeting the costs of educating them?

-- How does federal aid to students now interact with direct federal support of research, graduate study and other activities? How does it interact with financial support provided by states both in the form of low tuition at public institutions and direct support for students attending private institutions?

-- Should regulations originally intended for industry and business be adapted to non-profit colleges and universities, and if so, how? What financial and administrative burdens does compliance create? What are their longer-term impacts?

-- What are the effects of affirmative action with regard to minorities and women in the areas of admissions and retention of students, and hiring of faculty and staff, and how should higher education accommodate itself to these requirements?

-- How can colleges and universities accommodate the requirements of personal privacy with the demand for open discussions relating to faculty appointments and student affairs?

-- What problems for both government and these institutions have developed from the federal role as the chief patron of science and learning?

-- How can freedom of inquiry be maintained in the biological and medical sciences in the face of a trend to regulate in every more detail the research process and the application of its findings?

-- How should the freedom of teaching and research be protected in such subjects as economics, government, law and sociology when the teachers and researchers depend on public funds and their work frequently results in criticism of the institutions and policies of government?

In addition to these specific questions the Commission will consider the broader issues of how to maintain the academy's intellectual independence in the face of its financial dependence on government agencies and the broadening scope of government regulations. This involves problems such as:

-- How to reconcile the government's responsibility to account for the way public moneys are spent with the ancient right of higher education to determine curriculum content, to direct research programs and to select both students and faculty.

-- How more broadly to protect the intellectual enterprise's traditional spirit of detachment from the intrusion and demands of day-to-day societal concerns.

-- How to prevent a growing governmental role in the academic world from constraining and restricting the intellectual independence and integrity of higher education, and ultimately subverting freedom of thought in our society.

QUESTIONS FOR THE STUDY OF THE IMPACT OF WASHINGTON'S STATE GOVERNMENT ON HIGHER EDUCATION*

R. Cope, Miller Hall
University of Washington

Who made the decisions affecting higher education when the public system was expanding, and how were these decisions made? Who and how are decisions being made when the system is contracting or at least anticipating the so-called "steady state?"

During the decades of expansion, what were the roles and responsibilities of the Governor and the Executive Agencies, the legislature and their staff, the statewide agency(ies) for higher education and its (their) staff, in the planning of the system?

What tensions, financial, political or in policy objectives, are generated between the executive and legislative branches during a period of contraction? How are these felt by the system, the sector and by the individual institutions? To what degree and how are managerial and educational decisions affected? To what degree and how specifically is "autonomy" affected?

What role, if any, did the private sector of higher education play in master-planning activity in the past? Has that role changed since the creation of the Council on Postsecondary Education?

To what extent have program review mechanisms been introduced in response to perceived or projected enrollment declines? Do the initiatives for program reviews or audit originate with the executive, legislative, or with the coordinating agency? To what extent does program review affect or is affected by master-planning activities?

To what extent do academic program review and fiscal program review become blurred? What evidence is there, if any, of program control through the budget review process? What influence does the individual institution have in the process of program review, and are these processes clearly delineated and understood? Is academic program review limited to graduate programs, or are undergraduate programs involved as well? Are existing programs as well as new programs reviewed?

What major problems must be solved in the next few years? And how are these likely to be solved?

---

*A study of the impact of state government on higher education for The Sloan Commission on Government and Higher Education. Washington is one of nine states. The others are California, Texas, Nebraska, Louisiana, Wisconsin, New York, Florida, and Massachusetts.

An organization does not make decision; its function is to provide a framework, based upon established criteria, within which decisions can be fashioned in an orderly manner.

--Alfred P. Sloan, Jr.